GENERAL PLAN
1988-2010

CITY OF FILLMORE
CALIFORNIA

From: Kevin McSweeney <kmcsweeney@ci.fillmore.ca.us>
To: Ben Burch <benburch@uclink.berkeley.edu>
Subject: RE: inquiry about general plan
Date: Wed, 5 Jun 2002 17:18:47 -0700
X-Mailer: Internet Mail Service (5.5.2653.19)

Use 1989 as date

The document was approved in 1989 but during 1988 there were many draft versions and amendments and therefore the document is sometimes mistakenly referred to as the 1988 General Plan when actually it is the 1989 General Plan.

There have been numerous revision but none to the text or policies. The revision were map related and it is indicated on the Land Use Map.

Please be aware that were are currently updating the Housing, Land Use and Circulation element. These are fundamental changes to the plan and expected to be approved in November 2002.
Kevin mcSweeney

-----Original Message-----
From: Ben Burch [mailto:benburch@uclink.berkeley.edu]
Sent: Wednesday, June 05, 2002 4:51 PM
To: kmcsweeney@ci.fillmore.ca.us
Subject: inquiry about general plan

Hello. Your department recently sent us a copy of your General Plan 1988-2010. (We requested it as our library is a state-mandated depository for local government publications in California.) We have received the item (thank you), but have a question. We need to know the official date of the plan version you sent. Your website indicates that it was originally adopted in 1989, but have there truly been no amendments or revisions since then? (We were unable to tell from examining the document.) Please let us know. Thanks, Ben Burch, Inst. of Governmental Stuides Library, UC Berkeley.

INTRODUCTION

This General Plan is the product of an involved process which included professional research and public input from the City Council-appointed General Plan Advisory Committee and the General Plan Steering Committee. The document was originally written by Craig Ewing. Willdan Associates was retained by the City of Fillmore to assure the document's internal consistency, compliance with State of California General Plan Guildelines, and to rearrange the document into its present format.

The time horizon for the General Plan is the year 2010. The Planning Area encompasses the current City Limits, Sphere of Influence and immediate environs. The Planning Area is generally defined to the west and south by the Sespe Creek and Santa Clara River floodways, to the east by the State fish hatchery, and to the north and northeast by hillside slopes of 30 percent and greater gradient. The population projection selected for the time horizon of this Plan is 17,450 persons. This projection reflects a slower growth rate than historically experienced by the City; however, it is generally consistent with the most recently adopted regional population projections included in the Ventura County Air Quality Management Program. It is recommended that the General Plan be reviewed by the City at five-year intervals and this population projection be adjusted to reflect development in the City during the previous five-year period.

This General Plan has been formatted to include Goals and Policies in the front of the document followed by seven General Plan Elements:

I. Land Use Element

II. Circulation Element

III. Housing Element

IV. Conservation and Open Space Element

V. Noise Element

VI. Safety Element

VII. Public Facilities Element

AB3180, adding section 21081.6 to the Public Resources Code, requires public agencies to adopt a reporting and monitoring program for adopted or required changes to mitigate or avoid significant environmental effects. The

intent of the program is to ensure compliance with mitigation measures during project implementation. Upon adoption of the draft General Plan, a mitigation monitoring program will be prepared to monitor the implementation and effectiveness of required mitigation measures. This monitoring program will be adopted in a separate action.

GOALS

CITY OF FILLMORE
CALIFORNIA

CITY OF FILLMORE

GOALS

1. Protect the environmental resources of the City and surrounding area for the long-range health, safety and general welfare of all citizens.

2. Ensure that residential areas are developed and redeveloped to be healthful, safe, and attractive neighborhoods, served by adequate open space and appropriate community facilities.

3. Ensure that the City's commercial areas are convenient for pedestrian and vehicular access and concentrated into districts which support a variety of retail opportunities, including downtown and highway commercial development.

4. Encourage the development of industrial areas which provide employment opportunities by attracting clean, business park style development which broadens the economic base of the community.

5. Encourage a balanced community with a variety of housing styles, economic activities, and employment and investment opportunities.

6. Encourage housing for all social and economic segments of the community.

7. Manage population growth so as to enhance the economic, social and physical environment of the City.

8. Create opportunities for estate-type residential development in outlying portions of the Planning Area in such a manner as to have orderly development and preserve agricultural resources.

9. Create opportunities for hillside residential development in a safe and attractive fashion which preserves the natural beauty of the hillsides.

10. Incorporate design features in new development that promote architectural integrity and enhance the overall appearance of the community.

11. Provide for the efficient and safe movement of people, goods and services within and through the City.

12. Promote the development of a variety of circulation networks to accommodate the travel, business and recreation needs of all residents.

13. Preserve Fillmore's unique physical and social character at both the neighborhood and community levels.

14. Promote energy and water conservation activities throughout the community.

15. Maintain a sense of natural openness around the urban environment in order to enhance the physical, emotional and mental well-being of the City residents.

16. Provide for the preservation and wise utilization of the region's natural resources.

17. Maintain an acceptable noise environment throughout the community through protection of noise-sensitive areas from the harmful effects of noise pollution.

18. Minimize the risk of exposure by the public to natural and man-made hazards.

19. Provide adequate public services to serve present and future residents.

20. Provide park and recreation facilities that satisfy the diverse recreational needs of all segments of the population.

POLICIES

CITY OF FILLMORE
CALIFORNIA

CITY OF FILLMORE

I. LAND USE POLICIES

I-1 Population growth and attendant urban development shall be accommodated by infill development prior to expanding City limits.

I-2 Wherever residential uses are proposed adjacent to either industrially-designated lands and/or Highway 126, the potential conflicts between these land uses shall be mitigated through the establishment of fire retardant and native vegetative buffers of not less than 50 feet.

I-3 Wherever urban uses are proposed adjacent to significant habitats, the State fish hatchery, and agricultural lands under LCA contract, the potential conflicts between the urban and sensitive uses shall be mitigated through the establishment of fire retardant and native vegetative buffers of not less than 100 feet.

I-4 Redevelopment of deteriorating urban areas, including rehabilitation, adaptive reuse, demolition and rebuilding, shall be encouraged.

I-5 Speciality retail and service activities shall be clustered around the Central Avenue commercial area.

I-6 The City shall implement and encourage redevelopment programs that will stimulate the economic health of the CBD.

I-7 Commercial development along Highway 126 shall serve the community retail needs of the City.

I-8 Infill development shall be with design features that complement surrounding structures.

I-9 Recreational commercial uses shall be encouraged when they have a demonstrated positive impact on the City's economic, environmental, social and fiscal resources.

I-10 The costs of present and future public facilities improvements shall be borne by their users in reasonable proportion to the benefits received.

I-11 All development on sites having average slopes of 15 percent or greater shall adhere to development standards identified for the Hillside Overlay District.

CITY OF FILLMORE

II. CIRCULATION POLICIES

II-1 Vehicular traffic within residential areas shall be directed wherever possible to arterials to improve neighborhood safety and living quality.

II-2 Transport of goods and services in and out of northern industrial areas shall be directed away from residential areas using an industrial connector to Old Telegraph Road.

II-3 Existing roadways shall be maintained in good repair and in accordance with design standards appropriate to existing and expected traffic levels.

II-4 Development proposals shall include sidewalks, pathways or other appropriate features to encourage walking and provide design at a "human scale."

II-5 The use of the bicycle for transportation and recreational uses shall be encouraged through the development of a bikeway system and public awareness programs.

II-6 Continued development of mass transit within and through the City shall be promoted to increase patronage and decrease reliance on the automobile.

II-7 Design standards for all City streets shall include landscaping, lighting, signage and street furniture.

II-8 Street lighting standards shall ensure traffic safety as well as provide nighttime security for pedestrians, residents, and local businesses.

II-9 The City shall promote and facilitate the use of public parking areas around the Central Avenue Business District.

II-10 The condition and use of alleys shall support neighborhood security, safety and appearance.

II-11 The future development of alleys shall be discouraged.

II-12 Points of conflict at intersections and driveways along Highway 126 shall be discouraged in order to promote safe traffic flow through the City. This shall be done through lot consolidation and joint access for retail development.

II-13 Driveway access to collector streets shall be discouraged and short, local streets that feed traffic onto collector streets shall be encouraged.

CITY OF FILLMORE

III. HOUSING POLICIES

III-1 A balance between new housing developments and new employment opportunities shall be established.

III-2 Land use decisions shall discourage land speculation that limits supply of developable sites.

III-3 New projects shall be evaluated for their impact upon the City's fiscal condition.

III-4 Publicly owned lands shall be identified for potential housing development.

III-5 Siting and design practices which preserve the long-term housing quality, ensure long-term energy efficiency, increase security and reduce potential for crime shall be encouraged.

III-6 Cluster and planned development as a means to reduce costs and provide open space shall be promoted.

III-7 Development of compatible mixed-use areas shall be encouraged.

III-8 Assistance programs for low-income households shall be continued.

III-9 A density bonus program for affordable units shall be developed.

III-10 Permit procedures shall be reviewed to speed processing.

III-11 Use of solar energy systems shall be encouraged.

III-12 Landscape standards which ensure long term energy and water efficiency shall be promoted.

III-13 State and Federal programs for the construction and rehabilitation of low- and middle-income housing shall, where appropriate, be encouraged.

III-14 Conversion of rental units to ownership shall be evaluated for impacts on current tenants and the City's rental market.

III-15 Housing opportunities shall be promoted to all residents regardless of age, race, sex, marital status, ethnic background, income or other arbitrary factors, consistent with the expected housing needs of the residents of Fillmore.

III-16 CC & R's and homeowner's associations shall be encouraged to maintain the quality and condition of housing stock.

CITY OF FILLMORE

IV. CONSERVATION/OPEN SPACE POLICIES

IV-1 Site-specific biological reviews shall be required of development proposals within the Significant Habitat Overlay District. The reviews shall specifically address sensitive natural habitats, riparian and aquatic habitats, and wildlife migration corridors.

IV-2 Development in the hillsides shall be restricted to uses that cause minimal disturbance to high-slope areas.

IV-3 Hillside development shall promote and complement the hillsides' natural character and visual amenity.

IV-4 Development of slopes of 15 percent or greater shall require special analysis for aesthetic impacts and appropriate engineering treatment.

IV-5 The City shall strive to provide open space within the City in a mix of settings and with appropriate facilities.

IV-6 Significant entrance points into the City shall incorporate design features which create a sense of entry into the Community and emphasize its natural setting.

IV-7 Land use decisions shall be consistent with the Ventura County Air Quality Management Program.

IV-8 Programs which reduce vehicle trip length, reduce dependency on the automobile or otherwise act to maintain or improve air quality shall be encouraged.

IV-9 The preservation of the existing character of the Conservation/Preservation Overlay District shall be encouraged through an active historic preservation program.

IV-10 Adaptive re-use of existing structures shall be encouraged, especially in areas of transition from residential to commercial uses.

IV-11 Where residential uses currently exist in areas proposed for commercial uses, adaptive reuse of the residences for low impact commercial uses, such as office/professional uses, shall be encouraged.

IV-12 The City shall encourage the use of federal funds and tax incentive programs to rehabilitate historic structures.

IV-13 All site development proposed within the Conservation/ Preservation Overlay District shall be compatible in scale and treatment with the existing, older development.

IV-14 The City shall establish a cultural resource program which will oversee the preparation of cultural resource impact studies during the environmental review phase of the planning process and which will have as its objectives:

---- Preservation of sites in place as the preferred manner of avoiding damage to archaeological resources.

---- Development and implementation of an excavation plan for sites which cannot be preserved in place.

---- Payment by the developer of one-half the cost of mitigating significant effects on important archaeological resources, not to exceed one-half of 1 percent of the projected project cost.

---- Stopping of excavation in the event of discovery of human remains, until the coroner has determined that no investigation of the cause of death is required; or, if the remains are Native American origin, descendants have made a recommendation to the owner regarding proper disposal of remains, or no descendants have been identified or descendants failed to make a recommendation within 24 hours of notification. If no recommendation is received, remains are to be reinterred with appropriate dignity on the property in a location not subject to future development.

IV-15 Prior to site development, potential impacts on cultural resources in the City shall be evaluated and mitigated (as appropriate) pursuant to the California Environmental Quality Act.

IV-16 Native vegetation shall be preserved as much as possible during site development. Where site development occurs adjacent to natural communities, fire retardant and native vegetation shall be used in landscaped areas.

IV-17 Wherever site development is proposed adjacent to a significant habitat (as defined in the Land Use Element), the State fish hatchery or agricultural land under LCA contract, a buffer of not less that 100 feet of fire retardant and native vegetation shall remain or be established between the sensitive area and the proposed development.

IV-18 All removal of riparian vegetation shall be replaced on a ratio of not less than 3 to 1, or other ratio as approved by the California Department of Fish and Game.

IV-19 The City shall encourage only such mineral operations that are aesthetically controlled and environmentally sound in the natural water courses.

IV-20 Fish passage through or around mining areas and urban development shall be maintained through the control of sediment.

IV-21 Levees, when needed for the protection of urban development from 100-year floods, shall be constructed with mitigation measures for the biological and visual impact of these structures. In no way shall construction of a levee interfere with the preservation of fish passage, wildlife corridors or riparian vegetation.

IV-22 Whenever feasible, levees shall incorporate recreation amenities, such as bikeways and bridle paths.

CITY OF FILLMORE

V. NOISE POLICIES

V-1 The intrusion of excessive vehicle-generated noise into residential and other noise sensitive land uses shall be discouraged.

V-2 Industries whose operations are characterized by high levels of noise shall be isolated from sensitive uses and shall provide adequate buffering from other uses.

V-3 Non-vehicular activities which generate high noise levels shall be restricted so as to maintain daytime exterior noise levels in residential areas at or below an Leq of 60 dB(A).

V-4 Residential development shall provide a maximum interior noise level of 45 dB(A) Ldn in all new residential construction.

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VI. SAFETY/SEISMIC POLICIES

VI-1 Development projects shall conform to all codes related to fire safety.

VI-2 The City shall encourage programs which promote the safe evacuation of residents or occupants in case of dam failure.

VI-3 Development in the 100-year flood plain shall conform to Federal and local protection standards.

VI-4 No urban development shall occur in those areas designated as a floodway by the Federal Emergency Management Agency.

VI-5 New development shall conform to Uniform Building Code, or as amended by the City, all applicable State regulations (e.g., Alquist-Priolo Special Studies Zones), and all other recommendations prescribed by appropriate technical professionals.

VI-6 Development in high fire hazard areas shall be prohibited unless adequate fireflow can be achieved in these areas.

VI-7 Development proposed within known, active earthquake fault zones shall be implemented in accordance with appropriate engineering standards in order to reduce potential seismic hazard to within an acceptable level of risk.

CITY OF FILLMORE

VII. SERVICE AND PUBLIC FACILITIES POLICIES

VII-1 Wastewater treatment capacity shall be adequate to handle wastewater generated by existing and anticipated development.

VII-2 Surface runoff shall be directed to natural watercourses so as to minimize nuisance flooding and consequent property damage.

VII-3 The City shall establish development standards that will, where applicable, facilitate groundwater recharge through the use of permeable pavements and parking lots, artificial spreading grounds, ditch networks, sump areas in parking lots, and retention basins.

VII-4 The City shall implement, as financially feasible, an adopted Water System Master Plan.

VII-5 The City shall implement, as financially feasible, the adopted Storm Drain Master Plan.

VII-6 The City shall assist and cooperate with the Fillmore Unified School District to identify and procure additional and appropriately situated site(s) to accommodate future elementary school(s).

VII-7 The City shall set as its top priority acquisition of additional parkland and more efficient and creative utilization of existing recreational opportunities within the Planning Area in order to meet City parkland requirements as set forth in City Ordinance 425.

I.
LAND USE
ELEMENT

CITY OF FILLMORE
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I. LAND USE ELEMENT

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1.0 INTRODUCTION

Among the elements of the Fillmore General Plan, the Land Use Element is the most comprehensive. State Government Code (Section 65302) requires this Element to contain a description of the proposed distribution, location and extent of

> "...housing, business, industry, open space, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land."

Implicit in this mandate are a number of public issues which must also be addressed. Most important is the establishment of a legitimate public interest in private land use decisions. A broad representation of views was achieved through the appointment by the City Council of a General Plan Advisory Committee (GPAC). Members included homeowners, renters, developers, retirees, young people, women and Hispanics. Represented groups were the City Council, Planning and Parks Commissions, Fillmore Unified School District, Chamber of Commerce, Fillmore Herald and several local businesses and service groups.

In the last two decades, there has been a growing recognition of the consequences of uncontrolled land development. Environmental degradation, air pollution, increased costs for both public services and private needs have all resulted from treating land as a commodity, subject only to immediate market forces. Individuals, neighborhoods, and communities are realizing that the long-term costs of development have been left for them to pay while speculators and developers reap the benefits. Today, people are demanding a fairer distribution of both costs and benefits, with a particular concern for the long-term health of the community. Market forces are now being redirected to serve public as well as private goals.

The impetus for this public involvement stems from the simple recognition that land in general, and developable land in particular, is in limited supply. Were this not so, there would not be a need for a land market. However, it is now accepted that the market alone fails to adequately account for many of the values which are important to many people today. Among them are:

- noise, air and water pollution imposed on neighboring owners;
- provision of services such as police and fire protection;
- safe access to neighboring property;
- long-range health of natural systems (e.g. water, agricultural lands, atmosphere);
- minimal shelter health and recreation needs; and
- community appearance.

It is in fulfilling these and other community goals that government becomes involved in influencing private land use decisions.

One aspect of public intervention in private decisions is the difficulty of translating these values into specific guidelines. In fact, most governmental actions occur in response to a problem after the market has already operated. For example, land development in a flood plain can require government intervention to follow-up with expensive public works and perpetual maintenance. The costs of safeguarding the residents against flooding were not included in the market decision, but must now be borne by all citizens so long as the land is occupied. Similarly, siting and construction designs which inadequately address security, conservation and appearance issues result in increased police costs, a degraded environment and a poor urban form, respectively. The relative permanence of many land use decisions causes these costs to be borne over many years, long after the speculator or developer has left the scene. It is thus imperative that local government establish the public priorities for land use in advance of anticipated private activity.

Zoning has been the traditional technique for expressing these priorities. By separating various land uses thought to be incompatible, a city could preserve residential areas from the noise, dust and odors of industrial or commercial activities. Today, however, we find that many of the original assumptions behind zoning are undergoing change. The electronics revolution is displacing heavy "smokestack" industries with much less obnoxious forms of industry, and the advantages of locating homes near jobs (lower commuting costs), have begun to outweigh the disadvantages. Further, zoning is inadequate in dealing with more recent concerns such as housing affordability, urban design or water quality. As a tool for ensuring that development contributes positively to long-range community health, zoning has proven to be only one of several necessary tools.

In addition to zoning, the State of California requires the preparation of the Land Use Element. This Element identifies the important long-range development issues which the City anticipates over the life of the General Plan, and relates them to land uses and distribution. By its wider perspective on urban development, the Land Use Element takes precedence over zoning when site-specific development projects are reviewed. Clearly, the Land Use Element is the most important tool available to the City for assuring quality growth and development.

The Fillmore Land Use Element examines environmental resources, political boundaries and current land uses. A projected land use map is similarly prepared and represents the physical growth projected by the Element.

2.0 REGIONAL SETTING (Figure I-1)

2.1 Environmental Factors

Fillmore is located in the Santa Clara Valley at the confluence of the Santa Clara River and Sespe Creek. The City is approximately 25 miles east of the Pacific Ocean (Figure I-1). The narrow valley runs east-west and is formed by the Santa Paula Mountains to the northwest and the Oak Ridge Mountains to the south. The valley floor is about 3-4 miles wide in the Fillmore area. The City has an elevation of 467 feet while surrounding mountains rise above 4,000 feet (San Cayetano Mountain has the highest local peak at 4,181 feet).

The area's climate is typical of Southern California with long, warm, dry summers and short, wet winters. Though considerable variation exists from year to year, the rainy season usually occurs between December and March. Surrounding mountains receive occasional light snowfalls.

The City is situated on the silt deposits (alluvium) of Pole Creek. This alluvial fan has been formed into a triangular shape by the Sespe Creek and Santa Clara River. Formerly, flooding from Sespe Creek had periodically washed over the western half of the site. Construction of a levee in 1983 on the eastern bank of Sespe Creek has eliminated all but the most severe flooding.

Of special importance to the City is the water contained in a large aquifer, or underground basin upon which the City is located. As the sole source for the area's water, the Fillmore Basin covers approximately 18,580 acres. Water moves freely through the basin's highly permeable soil with the major movement from east to west. The aquifer is recharged from percolation of the Sespe Creek and Santa Clara River, and from rainfall penetration. Water also flows in from the Piru Basin to the east.

Depth to the water table varies within the City, but ranges from 60 to 120 feet. Drought years will lower the table twenty to thirty feet, but soil permeability allows rapid and nearly complete recharge within two successive wet years. The maximum storage depletion during drought years is estimated to be about 80,000 acrefeet.

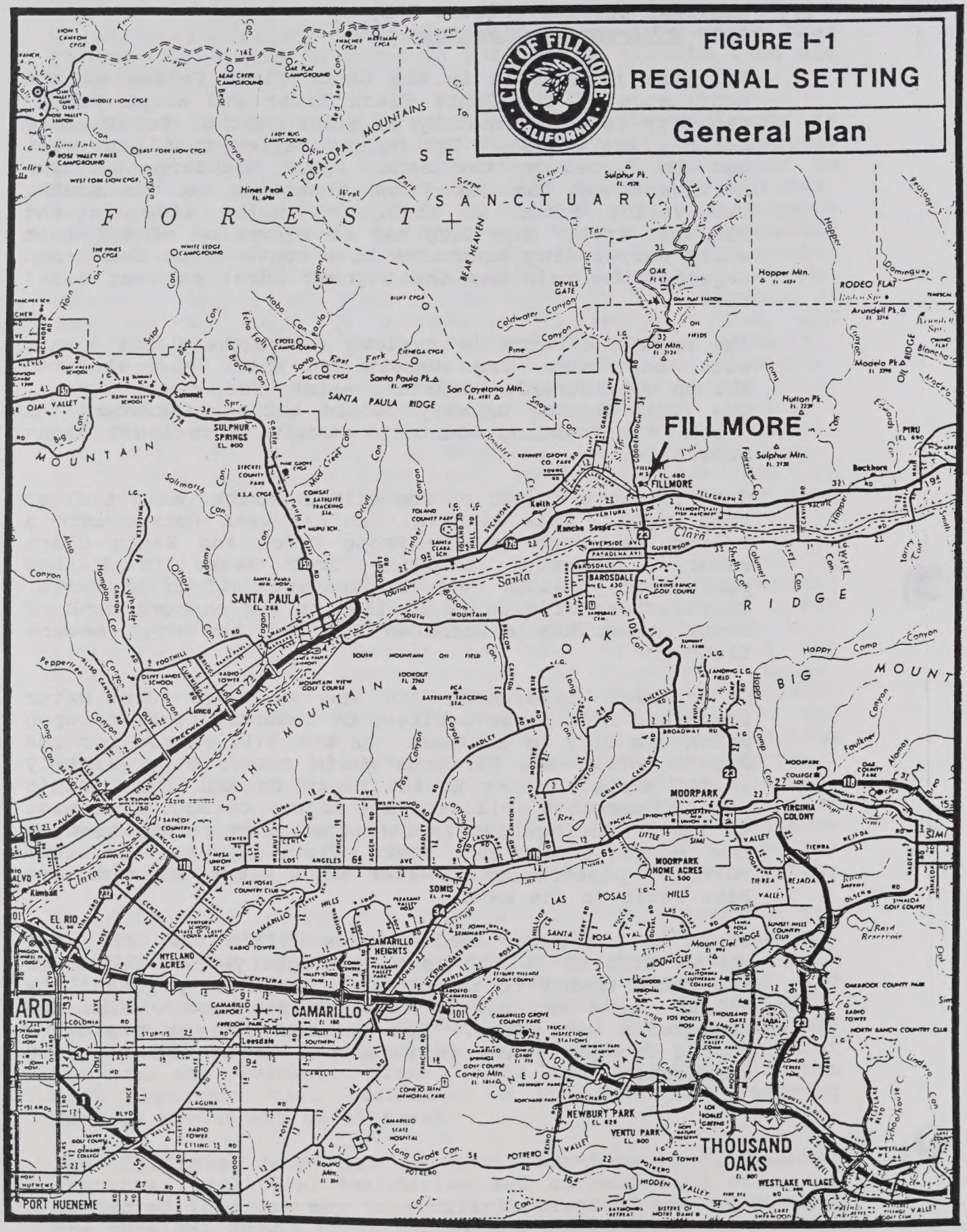


FIGURE I-1
REGIONAL SETTING
General Plan

The Santa Clara River, which runs from the San Gabriel Mountains westward into the Pacific Ocean, passes south of the City of Fillmore. It is the largest river system in Southern California (draining 1,612 square miles) and is the only such river which has not been channelized to any degree. The river runs intermittently (usually in winter) and the river bed is typically dry during summer months. Current uses of the Santa Clara River and riverbed include horseback-, motorcycle- and dunebuggy-riding, hiking, fishing and swimming.

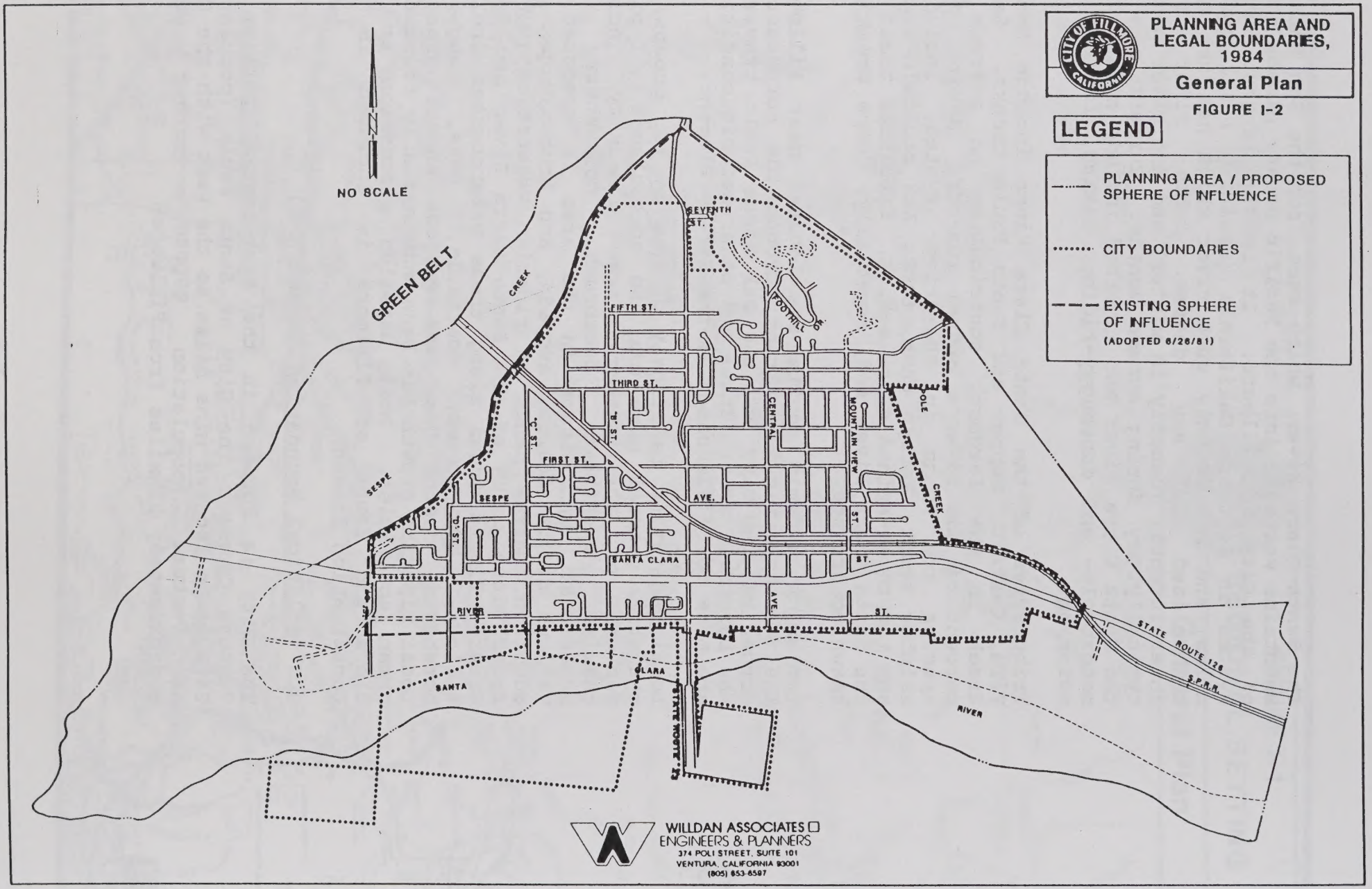
Tributaries of the Santa Clara River include Sespe, Piru, Castaic, Hopper and Santa Paula Creeks. Sespe Creek is the largest, contributing an average 43 percent of the river's annual run-off. Several fish species are found in the river system, including rainbow trout, Arroyo chub, Santa Ana mountain-sucker and the three-spined stickle-back. Steelhead trout use the Santa Clara River and, especially, Sespe Creek for spawning grounds.

Two major seismic faults are located near Fillmore. The San Cayetano Fault runs through the northeastern corner of the City and the Oak Ridge Fault traverses the Bardsdale area. These and other seismic conditions are more fully discussed in the Safety Element.

Local vegetation is largely defined by two groups: a chaparral/coastal sage mix and agriculture. Typical members of the chaparral/sage community include chamise, buckthorn, deerbrush, coffeeberry and sagebrush. Agriculture in the area is composed of various citrus fruits, avocado, and truck crops. In addition, narrow bands of riparian vegetation can be found along banks of the Santa Clara River and Sespe Creek. Plants found along these watercourses include willows, watercress, cattails, cane, mugwort, horehound, castor bean and various annual grasses. Local riparian growth has been substantially reduced by human activities. More detailed discussion on the flora and fauna of Fillmore is included in the Conservation Element.

2.2 Political Boundaries (Figure I-2)

The City is located in the east-central portion of Ventura County. The City of Santa Paula (population 24,000) is located nine miles to the west with the City of Ventura (population 89,000) further west, approximately 25 miles from Fillmore.


PLANNING AREA AND LEGAL BOUNDARIES, 1984
General Plan
FIGURE I-2
CITY OF FILLMORE CALIFORNIA
LEGEND
PLANNING AREA / PROPOSED SPHERE OF INFLUENCE
CITY BOUNDARIES
EXISTING SPHERE OF INFLUENCE
(ADOPTED 6/26/81)
NO SCALE
N
GREEN BELT
SESPE
CREEK
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE
AVE.
"C" ST.
"B" ST.
"D" ST.
CENTRAL
MOUNTAIN VIEW
ST.
POLE
CREEK
SANTA CLARA
ST.
RIVER
AVE.
ST.
FOOTHILL DR.
STATE ROUTE 126
S.P.R.R.
SANTA
CLARA
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To the south lie the cities of Camarillo, Moorpark, Thousand Oaks and Simi Valley, with a combined population of over 250,000. Fillmore is geographically isolated from these larger cities by the Oak Ridge mountain range. Only two roads (Balcom Canyon and Grimes Canyon/Highway 23) provide interconnection. Both are winding, two-lane roads, unsuited for heavy truck use or substantial automobile commuting.

Eight miles east of Fillmore lies the unincorporated town of Piru (approximately 1,400 population). Twenty-four miles east of Fillmore is Castaic Junction in Los Angeles County. Interstate 5 runs south from Castaic to metropolitan Los Angeles and north to the San Joaquin Valley. North of the City is the open country of the Los Padres National Forest, including the Sespe Wildlife Preserve.

Three legal boundaries affect the City's future: The corporate limits, the Sphere of Influence and the Greenbelt (Figure I-2). The Sphere is a projected or probable ultimate boundary of the City. Established by the City with approval from the Local Agency Formation Commission (LAFCo) in 1981, the Sphere of Influence is primarily a planning tool. It helps communities and other public entities project future service and growth needs. Within the Sphere of Influence and outside the City limits, the City has no direct legal power.

Fillmore's present Sphere of Influence is nearly contiguous with the City boundaries. Exceptions occur north of Seventh Street, northwest of Sespe Avenue and "C" Street and to the southwest near River and "D" Streets. Three large parcels of land are located outside the Sphere but within the City's corporate boundaries. These last discrepancies can be resolved through a realignment of the two boundaries. Figure I-2 also reveals the proposed expansion of the Sphere of Influence and is defined in the figure as the Planning Area.

The Greenbelt lies between the Cities of Fillmore and Santa Paula, and defines an area both cities agree to leave undeveloped. The Greenbelt Agreement, as adopted by Fillmore, Santa Paula and Ventura County in 1980, places certain limits on Fillmore's potential to expand. The Greenbelt's eastern boundary can preclude Fillmore's annexation to the east and south.

3.0 ECONOMIC DEVELOPMENT OF FILLMORE

The City of Fillmore began, like many 19th-century California towns, as a depot village for the Southern Pacific Railroad (S.P.R.R.). Named for an S.P.R.R.

vice-president, J.P. Fillmore, the new town grew to become the economic and social center of the surrounding valley. Emigrants from the east and mid-west established homes, ranches and small businesses in the area.

Agriculture defined much of the local economy. Cattle and sheep grazing were practiced until a series of drought years in the 1890's. A succession of crops including lima beans and hay, olives and apricots, and most recently avocados and citrus characterize the progression of local agriculture. Today, much of the land surrounding the City produces lemons, oranges, avocados and walnuts for national and international consumption.

Although agriculture continues to dominate the local economy, oil- and gravel-related businesses flourish in the City. In addition, Fillmore is home to many people who commute to Ventura, the Santa Clarita Valley and metropolitan Los Angeles for their jobs.

4.0 LAND DEVELOPMENT CONSTRAINTS

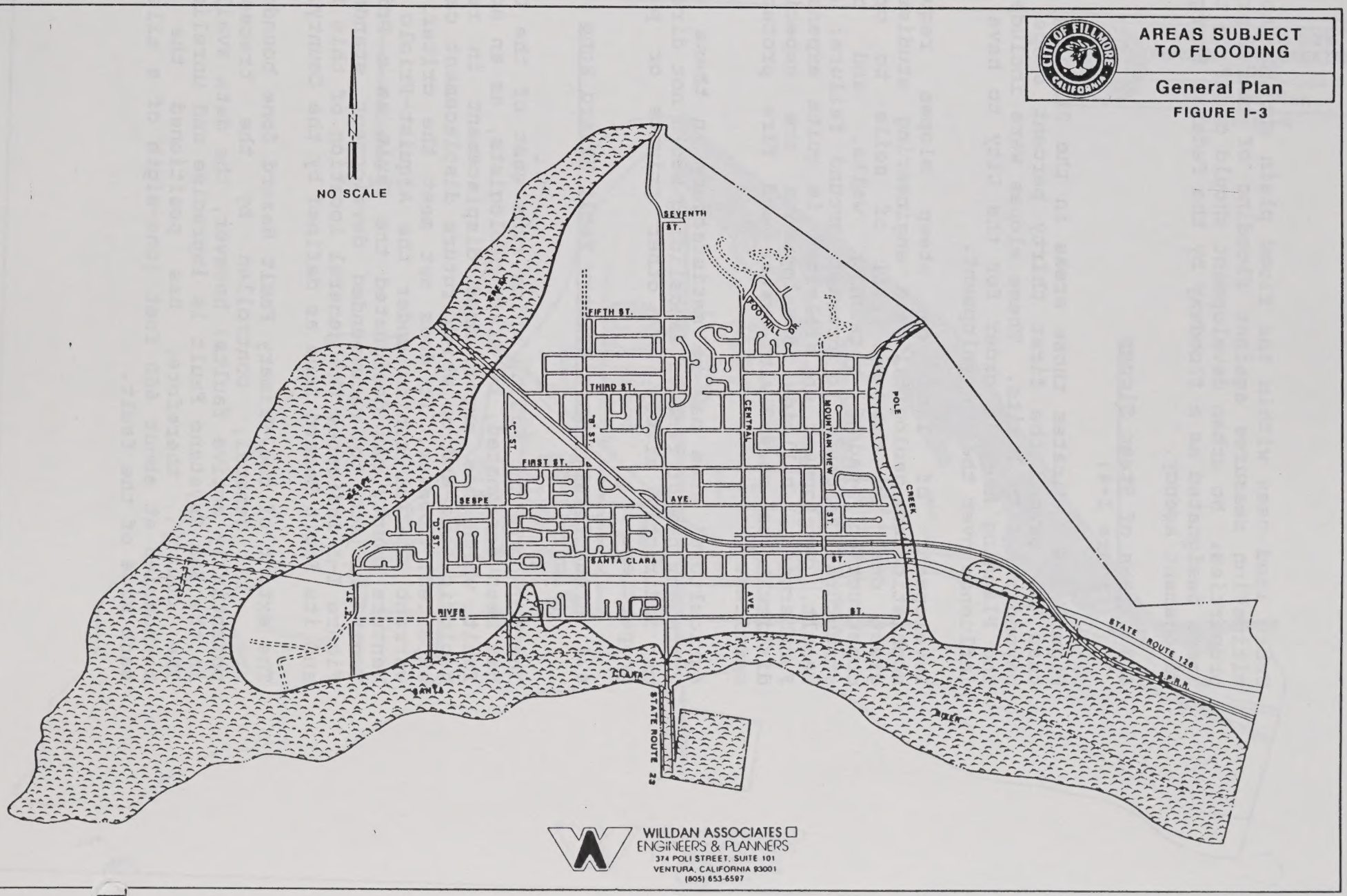
The ultimate expansion of Fillmore's legal boundaries and urban expansion in the Planning Area is dependent upon local political forces and geologic characteristics. The following is a discussion of local legal, political and complex geological factors that play roles in limiting Fillmore's growth.

4.1 Legal Boundaries

The City is surrounded, in all four directions, by lands currently under County jurisdiction. Further north of the City is the Los Padres National Forest which is under Federal jurisdiction and will most likely remain so permanently. There are no legal constraints to Fillmore's annexation of County land; however, Bardsdale to the south does not appear amenable to annexation and the City is constrained from growth to the west by the aforementioned Greenbelt Agreement. The City will likely remain inside the confluence of the Santa Clara River and Sespe Creek and expand to the north and east.

4.2 Areas Subject to Flooding (Figure I-3)

Prior to the 1983 construction of the levee along Sespe Creek, a good portion of the City on the west was subject to periodic flooding. Presently, properties within the City boundaries and south of River Drive are within the 100-year flood plain of the Santa Clara River. Figure I-3 illustrates those areas within the Planning Area located within the 100-year flood plain and subject to flooding during the 100-year storm.



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Urban land uses within the flood plain should include mitigation measures against flooding of the improved properties. No urban development should occur in those areas designated as a floodway by the Federal Emergency Management Agency.

4.3 Areas of Steep Slopes
(Figure I-4)

Figure I-4 indicates those areas in the Planning Area than lay beyond the first thirty percent slope line beyond the City limits. These slopes were included in the Planning Area in order for the City to have some influence over their development.

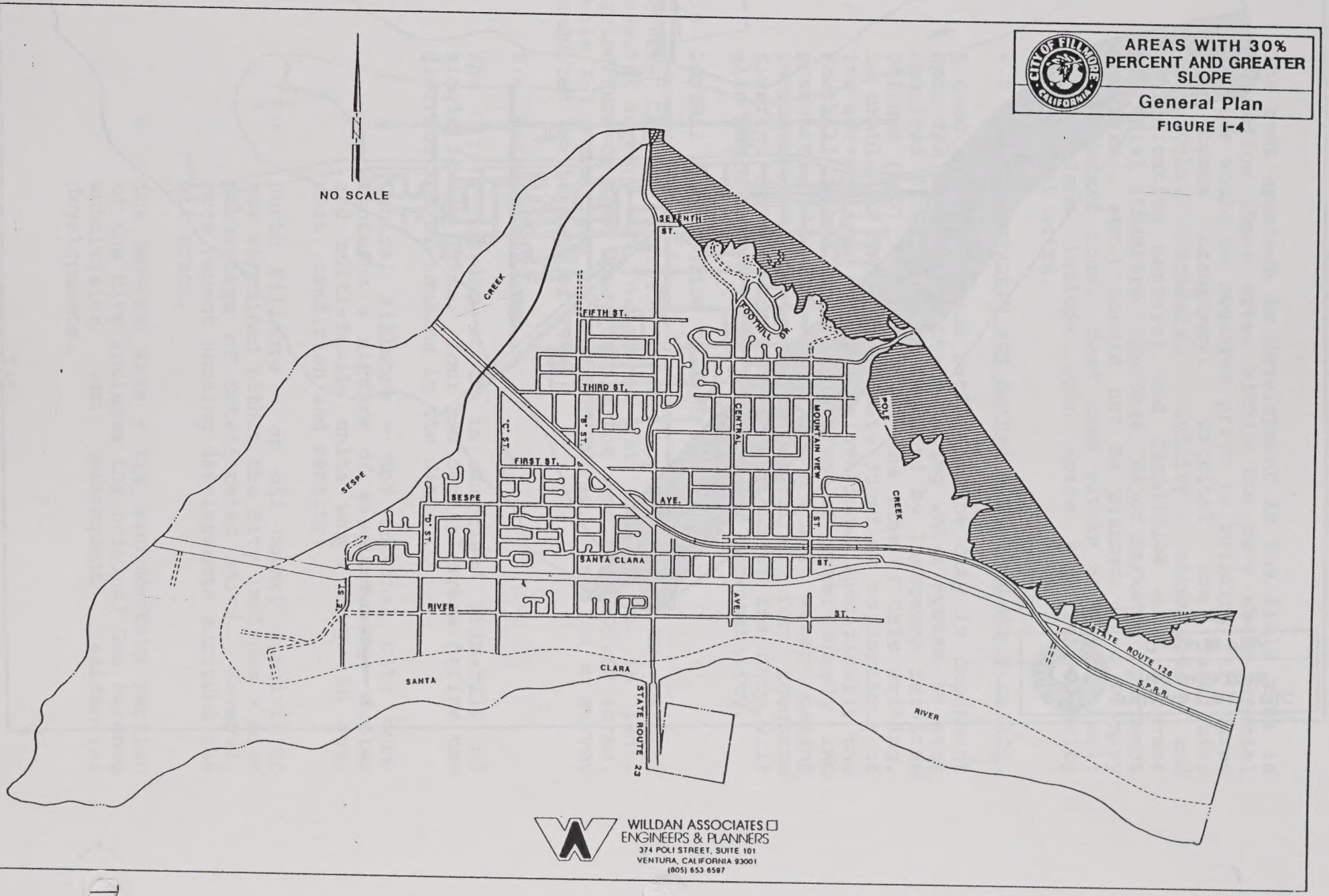
Development of land on steep slopes requires sophisticated geological and engineering studies, a great deal of cut and fill of soils to create construction pads, retaining walls, and other structural features to prevent ground failure; as a result, development on hillsides is quite expensive. Furthermore, hillside developments are especially difficult to serve with water and fire protection services.

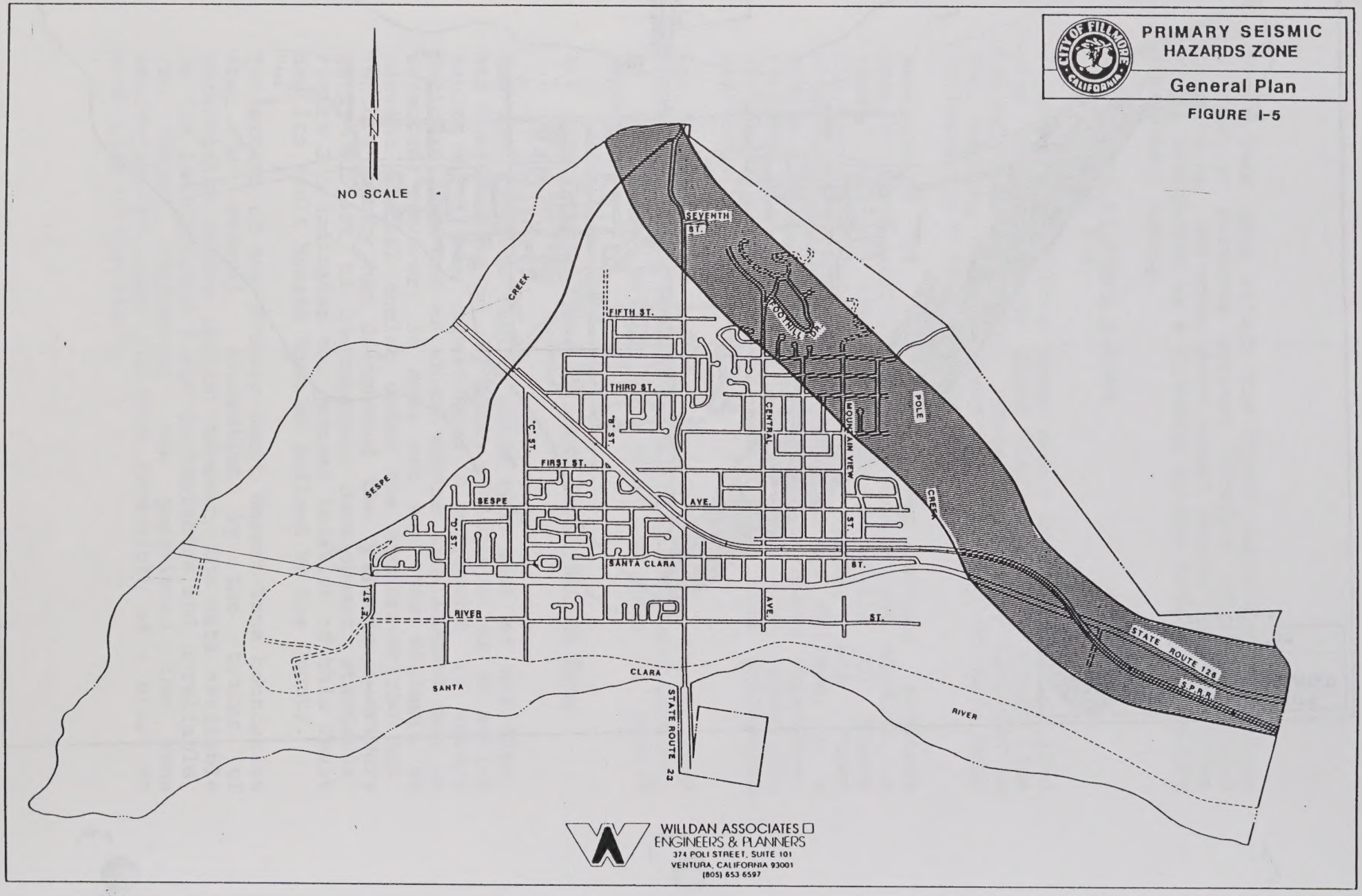
Agricultural uses may be satisfactory in these areas where any new or renewed landsliding would not directly or indirectly affect any other private or public properties.

4.4 Areas Located in a Primary Fault Hazard Zone
(Figure I-5)

The San Cayetano Fault, which runs east of the City, has been designated, by State geologists, as an active fault which has experienced displacement in recent geologic time and on which future displacement can be expected; however, it does not meet the criteria to warrant special zoning under the Alquist-Priolo Act. Ventura County has designated the fault as a Primary Fault subject to recommended development standards. Figure I-5 indicates the general location of this fault and its Fault Hazard Zone as defined by the County.

The extent of the Primary Fault Hazard Zone boundaries are, in general, controlled by the traces of potentially active faults; however, the data available on the San Cayetano Fault is imprecise and unreliable. The County, therefore, has positioned the zone boundaries at about 660 feet (one-eigth of a mile) on each side of the fault.


CITY OF FILLMORE
CALIFORNIA
AREAS WITH 30% PERCENT AND GREATER SLOPE
General Plan
FIGURE I-4
NO SCALE
N
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE AVE.
SANTA CLARA ST.
RIVER ST.
SANTA CLARA RIVER
SESPE CREEK
"C" ST.
"B" ST.
"D" ST.
"E" ST.
CENTRAL AVE.
MOUNTAIN VIEW ST.
FOOTHILL DR.
POLE CREEK
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 POLI STREET, SUITE 101
VENTURA, CALIFORNIA 93001
(805) 653-6597


PRIMARY SEISMIC HAZARDS ZONE
General Plan
FIGURE I-5
CITY OF FILLMORE CALIFORNIA
NO SCALE
N
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
BESPE AVE.
SANTA CLARA ST.
RIVER ST.
CLARA AVE.
SANTA RIVER
SESPE CREEK
SOUTH FORK
POLE CREEK
MOUNTAIN VIEW ST.
CENTRAL AVE.
"A" ST.
"B" ST.
"C" ST.
"D" ST.
"E" ST.
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
WILLDAN ASSOCIATES
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VENTURA, CALIFORNIA 93001
(805) 653 6597

The best approach to development in the fault zone is to define those areas within the zone where special studies would be required prior to building structures for human occupancy. Critical use facilities (hospitals, schools, utility structures and communication centers) and facilities with high-use potential (theaters, churches, major markets, apartment complexes, etc.) should not be planned in a Primary Fault Hazard Zone. Best uses within a Primary Fault Hazard Zone include open space and low density residential units.

4.5 Areas Currently Not Served With Adequate Fireflow

A good fire insurance rating of the City is dependent upon the ability of the existing water system to meet required fireflow as determined by Insurance Services Offices (ISO). The City, at the time of this writing, is unable to deliver adequate fireflow to portions of its service area at higher elevations, specifically the Foothill Drive area, in terms of water supply and pressure. As the City grows and water demand increases, water pressure required for adequate fireflow in other developed portions of the City will also begin to approach the limits of acceptability.

5.0 GENERAL DISTRIBUTION OF LAND USES

Of the City's 1,606.93 acres, approximately 62 percent (996.74 acres) were developed for urban uses in 1984. Agriculture or open space define the remaining 609.69 acres. Table I-1 summarizes land use by acres, based on a survey conducted in the fall of 1984.

5.1 Residential Uses

The City's housing stock is comprised primarily of single family homes. Four residential areas define the distribution of housing in the City:

- Central Fillmore - the original City core contains a mixture of single-family, duplex and multi-family units which range in age, size, condition and density.

- North Fillmore - an old County subdivision now contained within the City includes a high percentage of deteriorated units. Several, more recent housing developments surround the old tract.

- Los Serenos Area - the southwestern section of the City includes the original Los Serenos subdivision and subsequent residential developments.

CITY OF FILLMORE

Table I-1 Land Use Distribution 1/
1984

Land Use	Acres by Configuration	Total
Open Space 2/		421.90
Agriculture		181.79
Residential		463.90
Single Family	405.16	
Multi Family	20.57	
Mobile Home	38.17	
Commercial		87.11
Industrial		101.75
Public		308.21
Local Streets	194.90	
State Highway	23.91	
Infrastructure	21.89	
Public Buildings	7.76	
Schools	50.84	
Parks	8.91	
Churches		16.99
Railroad		25.28
TOTAL		1,606.93 (2.51 SQ MILES)

1/ Source: Survey performed by Craig Ewing, Fall 1984.
2/ Does not include open space for managed production of resources

- El Dorado Mobile Home Estates - a modern and self-contained mobile home park at the southeast corner of the City.

Hillside development at less than one unit per acre is also found in the City, but represents less than one percent of all housing (seven units). Overall density City-wide is 5.93 dwelling units per acre.

5.2 Commercial Uses

Land development for commercial uses represented about 5.4 percent (87.11 acres) of the City's developed acreage in 1984. Commercial activities are divided between the older Central Business District (CBD) and highway-oriented development along Highway 126.

The CBD is clustered around Central Avenue from Main Street to Kensington. Most of the buildings were built prior to 1940 on a pre-automobile era street system. The tallest structure is the three-story Masonic Temple on Central and Sespe Avenues. A Southern Pacific rail line crosses Central Avenue just south of the District.

State Highways 126 and 23 provide nearly four and one-half miles of highway frontage within the City limits. While nearly half of the frontage is vacant or under cultivation, a significant commercial sector has developed along these highways, including a motel, restaurants and other travel- and community-oriented services.

Four neighborhood commercial establishments can also be found around the City, primarily small grocery and sundry good stores.

5.3 Industrial Uses

Manufacturing and industrial development is located in three areas:

- the intersection of "A" Street and the Southern Pacific Railroad (22.09 acres);
- North Fillmore (146.39 acres); and
- in the south-east near El Dorado Mobile Home Estates (11.00 acres).

The fruit packing industry is clustered around "A" Street; more recently, two non-agricultural firms have located in the area. The North Fillmore industrial area includes several light and heavy manufacturing plants. Much of this land, however, is vacant and the

area is not yet identifiable as an industrial park. The southeast industrial area fronts Highway 126 and supports light manufacturing and related sales and service companies.

5.4 Public Uses

In 1984, over three hundred acres of land within the City were for public usage. These uses include right-of-way for local streets, Highway 126, infrastructure, public buildings, schools and parks (see Table I-1). There is an inadequate supply of City-owned land set aside for public buildings and parkland (see Public Facilities Element for further discussion).

5.5 Agricultural Uses

Agricultural lands in Fillmore, totalling 181.79 acres in 1984, are used predominantly for citrus orchards. Citrus orchards support one of the City's first industries (fruit packing).

Agriculture will remain the dominant industry in the Fillmore area as a result of the Greenbelt Agreement between Fillmore and Santa Paula and due to the land development constraints in the Planning Area (see Section 4.0).

5.6 Open Space

Greater than one quarter of the acreage in the Fillmore City limits was in open space in 1984 (excluding agriculture). Of this land, over half (221.1 acres) is located in the Santa Clara River and is undevelopable. The balance of the acreage is distributed throughout the City on hillsides and among scattered vacant parcels.

6.0 FILLMORE PLANNING AREA

The Fillmore Planning Area, identified in Figure I-2, is within the confluence of the Santa Clara River and Sespe Creek and generally conforms to the Planning Area/Sphere of Influence adopted by the City in 1979, although it has been expanded northerly, easterly and southerly. The northern and eastern boundaries are determined by the first 30 percent slope line of the foothills of Topatopa Mountains and the State fish hatchery. The southern boundary is defined by the center of the Santa Clara River floodway. And, the western boundary is the center of the westerly channel of the Sespe Creek floodway. There are approximately 3,550 acres within the Planning Area.

(5.55 sq. miles)

7.0 PROPOSED DISTRIBUTION OF LAND USES (Figure I-6)

Through the efforts of the General Plan Advisory Committee, City staff, and the General Plan Steering Committee, a proposed land use map for the year 2010 was developed.

Figure I-6 illustrates the general location of proposed land uses for the Planning Area and Table I-2 provides their proposed distribution within the Planning Area by acreage. Further discussion of development standards for each land use designation, special overlay districts, and development phasing towards build-out of the Planning Area is discussed in Section 9.0.

7.1 Residential Uses

A variety of residential densities are allowed under the General Plan. Within the City lower density developments are encouraged north of Santa Clara Street and higher density developments are encouraged closer to Highway 126. This residential land use pattern acknowledges the roadway capacities of Fillmore's internal street system and, therefore, allows higher densities closer to major transportation corridors.

Due to development constraints along the hillsides, land in the Planning Area to the northeast of the City has been designated for very low (rural residential) density development.

7.2 Commercial Uses

Approximately 112 acres of land have been designated for commercial development on the Future Lane Use Map (Figure I-6). The commercial designation includes the CBD and parcels along Highway 126. The CBDintegrates scattered commercial establishments along Sespe Avenue and Santa Clara Street with Central Avenue commercial establishments. Land designated for commercial development along Highway 126 has been consolidated between "C" Street and the El Dorado Mobile Homes Estates.

Although the City's trade area population is not large enough to warrant the development of a community retail shopping center, it is the intent of the City to pave the way for a retail center through the use of a Specific Plan Overlay for a large parcel of land at the southeastern corner of Highway 126 and "A" Street. (See Section 9.0 for further discussion on special overlay districts.)

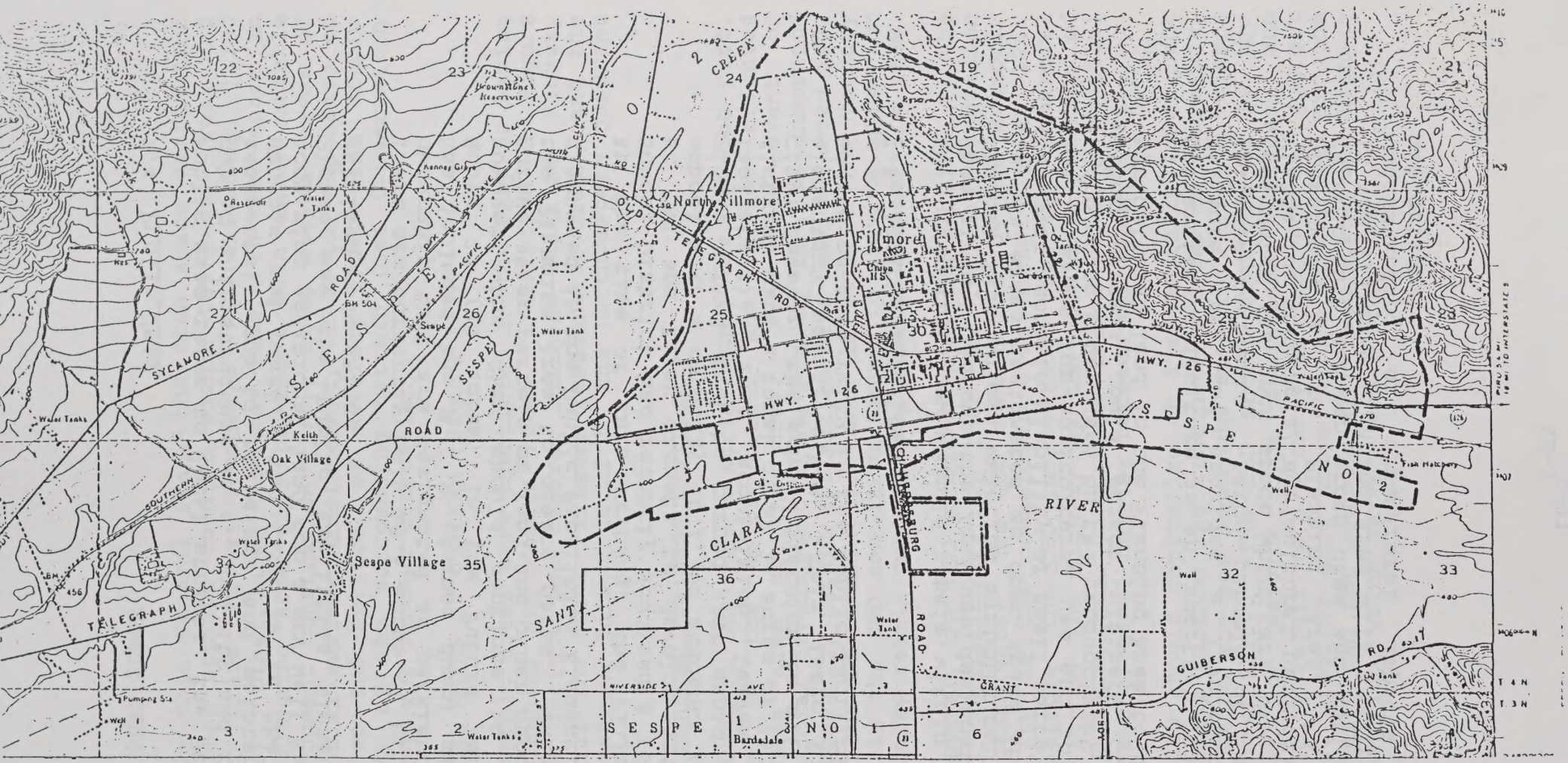
7.3 Industrial Uses

Industrial use designations on the proposed land use map are for industrial development on isolated parcels and in industrial parks. The parcels designated for industrial development have been well-established for industrial use for many years. Total acreage proposed for industrial use is approximately 475 acres.

The Industrial Parks include land in the northwest portion of the City and land between the Santa Clara River and Highway 126 at the west entry to the City. Both areas are visible from several vantage points and both have the potential to accommodate the high quality, office/industrial development which can attract skilled labor and service oriented employment opportunities. As evidenced by the Fillmore Market Analysis, 1983, the City has a larger than proportionate share of industry, primarily made up of agriculturally related businesses. The Industrial Park designation is intended to give the City the resources to attract the research and development, distribution, and service industries moving into Ventura County.

The intent of the Industrial Park designation is to require the preparation of a Master Plan for property which is determined to be appropriate for large industrial park use. The Master Plan should define parcel size, circulation, architectural character, landscaping and the like, and such regulations should be included in covenants, conditions and restrictions (CC and R's) prepared in conjunction with the submittal of a development proposal and recorded after its approval. It is intended that the Master Plan and the recorded CC and R's will provide for attractive and compatible individual developments within a well located and designed industrial park. In most cases, a Master Plan would provide only general development guidelines in that it is not always possible to identify all of the ultimate industrial users and their associated impacts on the community until the project is specifically proposed.

In conformance with City policy to establish an industrial connector street in the north industrial sector and to encourage its users to finance the connector, the City has placed the southwest Industrial Park within an Industrial Reserve Overlay (see Section 9.5) in order to encourage the North Fillmore (Sespe) Industrial Area to develop first. Keeping the southwest Industrial Park within a reserve is also compatible with City policy to encourage infill development prior to expanding beyond existing City limits.



LEGEND

——··—— CITY BOUNDARY

— — — — SPHERE BOUNDARY

PLEASE REFER TO TEXT FOR SPECIFIC IMPLEMENTATION POLICIES REGARDING THIS SPHERE

ADOPTED 6-26-81

Adolfo H. Escoto
LAFCO CHAIRMAN

N

1"=2000'

SPHERE OF INFLUENCE

CITY OF FILLMORE

7.4 Public Uses

Public uses refer to local streets, the State highway, public infrastructure (i.e., utility and flood control easements), public buildings and maintenance yards, schools and parks. The City is in the process of acquiring additional land for a new well and reservoir. Please see the Public Facilities Element for more detailed discussion.

There are currently only 10.5 acres of land under City ownership that are designated as parkland. The City has included the R & R (former dump) site on State Route 23 (38 acres) in the Future Land Use Map; however, the City should continue to aggressively pursue other parcels of land and other opportunities in the Planning Area to create parks. This is further discussed in the Public Facilities Element.

At the time of this writing, the Fillmore Unified School District had recently acquired a 16.4 acre site at "A" and First Streets to develop into a middle school with a capacity of 1,100 students (the existing middle school will be turned into senior high school facilities). This acquisition leaves the school district with a total of 67.24 acres of land within the City; however, the school district is still in need of elementary school sites. This issue will also be addressed more fully in the Public Facilities Element.

7.5 Agricultural Uses

No agricultural uses would remain within the Planning Area given build-out the land use designations of this General Plan unless existing agricultural uses remain in the areas designated as open space and hillsides. The poor economic viability of small parcels of land in infill areas for agricultural use and the impacts of surrounding urban uses on the productivity of these and other parcels could effect ultimate conversion of agricultural land in the Planning Area to urban uses.

Commercial agriculture is an important industry in the Fillmore area and provides a livelihood for many Fillmore residents. Large parcels of land in areas designated for open space which are more economically viable for commercial agricultural production should be preserved in the Planning Area. A harmonious relationship between urban uses and agricultural uses in the Fillmore Planning Area will require a thorough understanding of urban/rural impacts and their mitigation.

7.6 Open Space

Within this General Plan, the open space designation has been applied to land within the Sespe Creek and Santa Clara River floodways (approximately 1,100 acres). Other lands that may remain in open space in the Planning Area will be those with insurmountable development constraints (i.e., steep slopes, areas of potential surface displacement, areas too expensive to develop and service) or severely impact the scenic beauty of the surrounding terrain (see Conservation Element for further discussion).

8.0 SPECIAL AREAS OF CONCERN (Figure I-7)

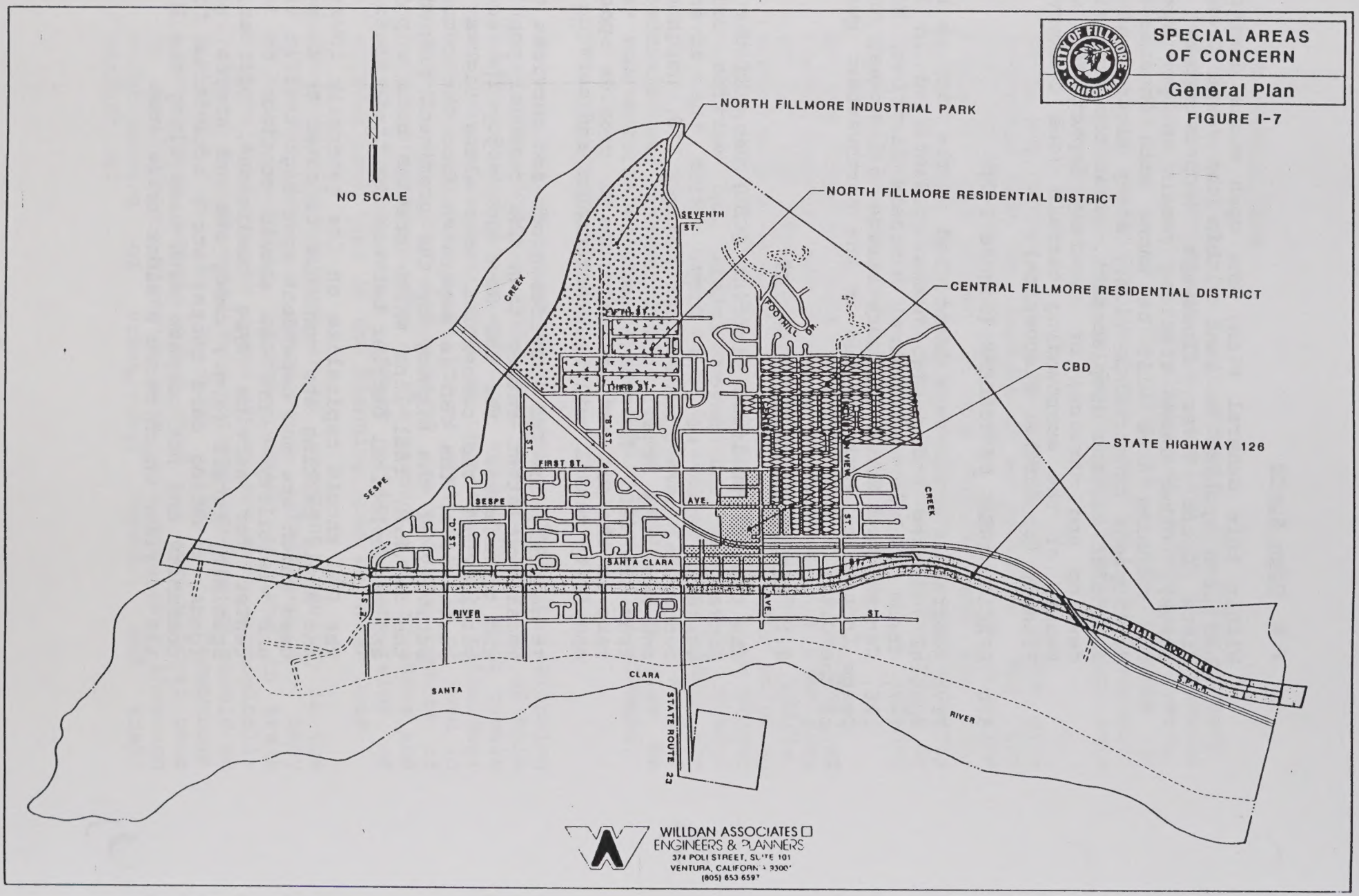
Five geographic areas were identified in the City as having special planning and design needs. Identified in Figure I-7, these include the Central Business District, Highway 126, Central and North Fillmore residential areas, and the Sespe Industrial Park located in the northwestern quadrant of the City.

8.1 Central Business District

The Central Business District (CBD) has, in the past, served as the major retail and service oriented business area of the City. With the advent of commercial development along Highway 126, neighborhood and community retail activities have been diverted away from the CBD. However, there is still a low vacancy rate in the CBD and it continues to provide space for specialty retail outlets, restaurants and service uses.

In general, the CBD provides goods and services to the local population rather than the regional population and transients. The CBD does not enjoy the economic vitality of the commercial uses along Highway 126. Furthermore, the CBD is separated from the commercial activity of the Highway by the prominent presence of the S.P.R.R. rail line which creates both a physical and psychological barrier between the trade areas.

The CBD should capitalize on its generally lower rent and ample parking and continue to cater to commercial uses which are not dependent upon high traffic volumes and visibility. The CBD should continue to be the center for service type businesses, offices, and specialty retail (e.g., candy and nut stores, gourmet foods, greeting card shops, etc.) activities for the community and not compete with uses along the Highway 126 corridor which serve a wider trade area.


SPECIAL AREAS OF CONCERN
General Plan
FIGURE I-7
CITY OF FILLMORE CALIFORNIA
NO SCALE
N
NORTH FILLMORE INDUSTRIAL PARK
NORTH FILLMORE RESIDENTIAL DISTRICT
CENTRAL FILLMORE RESIDENTIAL DISTRICT
CBD
STATE HIGHWAY 126
SEVENTH ST.
SIXTH ST.
THIRD ST.
FIRST ST.
"C" ST.
"B" ST.
"D" ST.
"E" ST.
SESPE
SESPE
CREEK
CREEK
FOOTHILL DR.
VIEW
AVE.
SANTA CLARA
RIVER
ST.
AVE.
ST.
CLARA
SANTA
RIVER
STATE ROUTE 23
STATE ROUTE 126
SPARK
WILLDAN ASSOCIATES
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374 POLI STREET, SUITE 101
VENTURA, CALIFORNIA 93001
(805) 653 6597

The heart of the CBD was built between 1900 and 1940. It is made up of buildings constructed of brick or concrete block, many of which are unreinforced. The two-block area along Central Avenue between Kensington and Main Street is the focal point of community activities with City Hall, schools and numerous churches in the surrounding blocks.

As the community recognizes the importance of the CBD as the community center and acknowledges its specialized role in the commercial life of the City, its potential for rejuvenation can be attained. The CBD needs a number of visual improvements and probably some structural improvements as well. The following are recommended programs to be implemented by the City through direct and indirect actions to stimulate private activity:

1. Adoption of an unreinforced masonry ordinance.

2. Development of a commercial rehabilitation program utilizing Community Development Block Grant (CDBG), redevelopment or other funding sources to assist property owners and tenants to make structural and aesthetic improvements to buildings.

3. Improved entry features at the rear of buildings, particularly on the west side of Central Avenue south of Sespe Avenue. The public entrances from the public parking areas need to be improved to make these entry points more attractive.

4. Design assistance program for property owners to implement numbers 2 and 3 above.

8.2 <u>Highway 126</u>

Highway 126 is characterized by heavier traffic flows and strip commercial development. The corridor is becoming the neighborhood and community-wide retail commercial center of the City. Community level shopping centers, auto related uses, and highway oriented uses (restaurants, service stations, overnight accommodations) should be concentrated along the State Highway. Although performing community-wide retail functions well, strip retail centers tend to create traffic problems along major highways when uncontrolled access to the highway is allowed. Furthermore, the development of small parcels in a random fashion often precludes subsequent opportunities for major retail development which require parcels of significant size. Therefore, in order to accommodate future retail

expansion without creating unnecessary traffic impacts on Highway 126, it is the intent of the General Plan that the City adopt, as a separate document, a lot consolidation and joint access policy for retail development along Highway 126. (See Section 9.5 for discussion of a specific plan overlay for future, large-scale commercial development.)

8.3 Central and North Fillmore Residential Areas

North and east of the CBD, neighborhoods are characterized by concentrations of elderly persons, low- and very low-income households, and those people with work and/or transportation disabilities. In addition, much of the housing in these districts is in varying states of disrepair. (See the Housing Element for further discussion of these issues.)

These groups of people have special service needs and may be more dependent upon goods and services provided by the CBD than on those businesses along the highway.

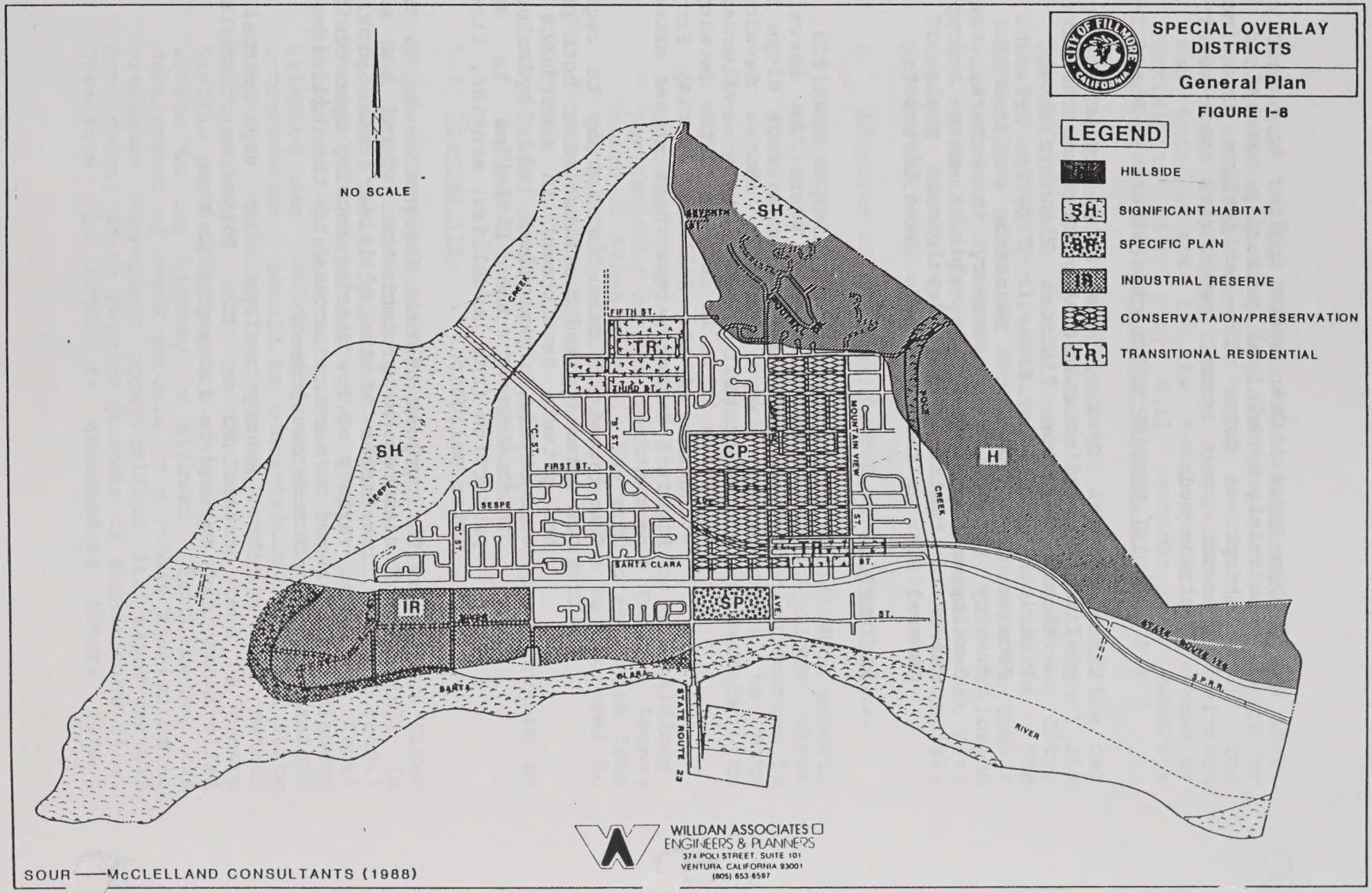
8.4 North Fillmore Industrial Park

The large tract of land in the northwestern quadrant of the City designated for industrial use is isolated from the commercial vehicle flow along Highway 126. Limited access to the site along collector streets forces multi-axle commercial trucks to traverse residential neighborhoods. The lack of a truck route to the North Fillmore Industrial Park outside of residential areas has generated conflicts between truck and automobile traffic, excessive vehicular noise in noise-sensitive areas, and inconvenience to residents.

Roadway improvements to facilitate traffic flow to the industrial park along "A" Street, Old Telegraph Road and the proposed extension of Levee Drive are under study at the time of this writing. The Circulation Element provides expanded discussion on this topic.

9.0 LAND USE CLASSIFICATIONS/STANDARDS OF DEVELOPMENT (Figure I-6)

Land use classifications provide overall guidelines for residential, commercial, industrial and other development in the City. Precise standards for site-specific development are contained in the Zoning Ordinance. Although the policies contained in the Land Use Element are more general than those in the Zoning Ordinance, the two must be consistent. Included in the following outline are the types of uses accommodated within the Land Use Map (Figure I-6) and applicable standards of development which may be utilized in master and/or specific plan areas.



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(805) 653-6597

SOUR —McCLELLAND CONSULTANTS (1988)

- Open Space: Open space applies to publicly- and privately-owned land primarily maintained in an unimproved form. The designation also includes common open space, cemeteries and river- and stream-beds.

9.5 Special Overlay Districts (Figures I-8 and I-9)

Eight Special Overlay Districts requiring special preliminary studies and development standards have been developed for the Fillmore Planning Area. These Districts are identified in Figures I-8 and I-9. Because the development standards outlined for each overlay below are perfunctory in nature, specific development ordinance(s) would be more appropriate means to realizing the development goals of this General Plan as they relate to these Districts.

Designation

H Hillside Overlay - applies to specific development proposals where the terrain of the project site has an average slope of 15 percent or greater. Each development proposal will need to be evaluated to determine if it is subject to the development standards of the Hillside Overlay Project. Figure I-8 shows areas where slopes exceed 15 percent.

The intent of this District is to regulate the intensity and distribution of both public and private development in accordance with topographic, geological and hydrological conditions of the hillsides to afford protection from landslides, erosion, fire and water pollution.

The purpose of this designation is to create measures to protect the natural and scenic resources of the hillside areas, provide a variety of low density housing opportunities, and to ensure access to the hillsides for future development.

1. Average slope for any parcel is determined by the following formula as applied to a topographic map:

The heart of the CBD was built between 1900 and 1940. It is made up of buildings constructed of brick or concrete block, many of which are unreinforced. The two-block area along Central Avenue between Kensington and Main Street is the focal point of community activities with City Hall, schools and numerous churches in the surrounding blocks.

As the community recognizes the importance of the CBD as the community center and acknowledges its specialized role in the commercial life of the City, its potential for rejuvenation can be attained. The CBD needs a number of visual improvements and probably some structural improvements as well. The following are recommended programs to be implemented by the City through direct and indirect actions to stimulate private activity:

1. Adoption of an unreinforced masonry ordinance.

2. Development of a commercial rehabilitation program utilizing Community Development Block Grant (CDBG), redevelopment or other funding sources to assist property owners and tenants to make structural and aesthetic improvements to buildings.

3. Improved entry features at the rear of buildings, particularly on the west side of Central Avenue south of Sespe Avenue. The public entrances from the public parking areas need to be improved to make these entry points more attractive.

4. Design assistance program for property owners to implement numbers 2 and 3 above.

8.2 <u>Highway 126</u>

Highway 126 is characterized by heavier traffic flows and strip commercial development. The corridor is becoming the neighborhood and community-wide retail commercial center of the City. Community level shopping centers, auto related uses, and highway oriented uses (restaurants, service stations, overnight accommodations) should be concentrated along the State Highway. Although performing community-wide retail functions well, strip retail centers tend to create traffic problems along major highways when uncontrolled access to the highway is allowed. Furthermore, the development of small parcels in a random fashion often precludes subsequent opportunities for major retail development which require parcels of significant size. Therefore, in order to accommodate future retail

transportation corridors and include efficient internal circulation through a system of letter streets. Permitted uses include research and development, manufacturing, warehousing and related services. This designation is intended to encourage industrial development of high visual and physical quality in which building design, landscaping, lot size, emissions, exterior lighting and signage are regulated.

- Industrial: This designation defines areas consisting of a limited number of smaller parcels. Permitted uses are substantially the same as those allowed in the Industrial Park designation, but at a smaller scale and such uses shall be clean, quiet, non-polluting, attractively landscaped, visually attractive, and shall not emit offensive odors. Adequate access to transportation systems and buffering from surrounding sensitive land uses are required.

Standards of Development

1. Areas designated as Industrial Park shall be developed as identifiable industrial parks with regulations addressing exterior design, landscaping, exterior lighting and signage.

2. Adequate water supplies and sewage capacity must be available.

3. All potential environmental impacts must be addressed by the Lead Agency, and the costs of mitigation shall be borne by the developer or occupant.

9.4 Other Designations

- Public: Public Use designation applies to uses in public ownership (except Parks), including:
  - administration
  - police and fire stations
  - public schools
  - libraries and cultural centers

- Parks: This designation applies to all publicly and privately-owned parks.

- Institutional: This category includes quasi-public uses including:
  - religious facilities
  - private schools
  - colleges
  - hospitals
  - certain research facilities

- supermarkets
- retail stores
- restaurants
- professional offices
- banks
- entertainment facilities
- other similar functions
- highway-related facilities

- CBD: Commercial uses in the CBD shall be more specialty retail uses, restaurants, professional offices, banks, and entertainment facilities.

Standards of Development

1. Commercially designated land shall not exceed five percent of the total urbanized land area (excluding Rural Residential and open space areas).

2. All commercial development must be compatible with adjacent development uses based on the following measures:

a. local roadway carrying capacity

b. noise

c. lighting, including:
   - spillover onto adjacent properties
   - neighborhood ambient levels
   - general visibility

d. visual quality, including:
   - design character
   - landscaping
   - building mass and bulk
   - building colors, material and texture
   - siting and setback

e. signage

f. accessibility.

9.3 Industrial Uses

Designation

- Industrial Park: This designation applies to large and distinct districts which contain a variety of industrial and compatible office uses. Such districts shall be located near major

9.1 Residential Uses

Designation

- o Rural Residential: Less than 1 dwelling unit per acre
- o Low Density Residential: 1 to 7 dwelling units per acre
- o Medium Density Residential: 7 to 11 dwelling units per acre
- o High Density Residential: 11 to 15 dwelling units per acre

Standards of Development

1. Density designations do not imply any particular development form (e.g. single family homes, mobile home parks, apartments), instead, density describes the general level of development intensity regardless of type, mix or form.

2. Both within a single designation and among two or more designations, the clustered mixing of residential unit types is encouraged. The following conditions shall apply:

   a. Clustered units shall include open space in conformance with the designated density. This open space shall be classified as a non-buildable area available for recreational use and as aesthetic relief.

   b. The development shall conform to the City's Planned Unit Development Ordinance, and

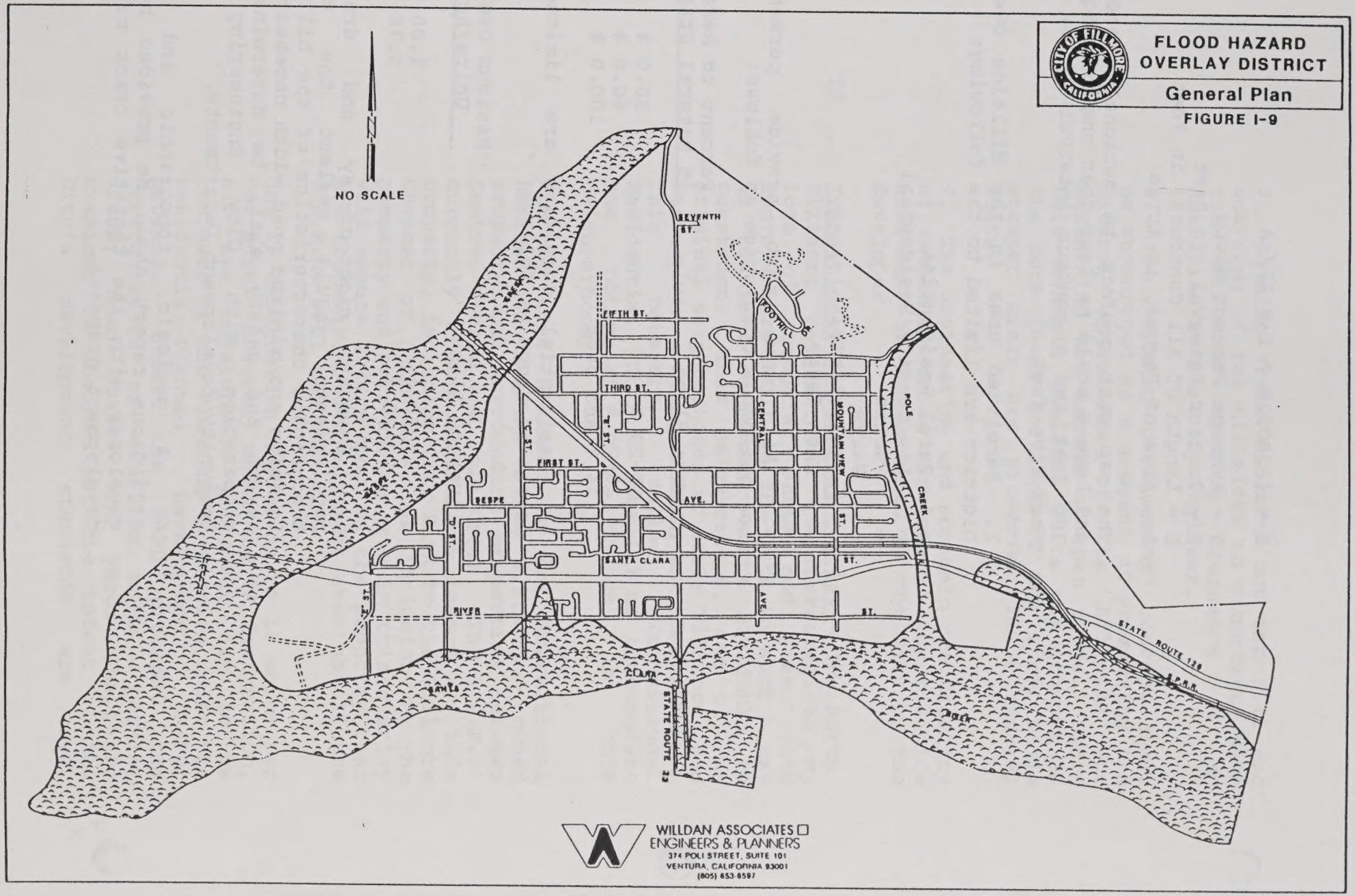
   c. Any adverse impacts on adjacent properties shall be minimized.

3. The maximum allowable density should not be interpreted as the preferred density. Requirements for parking, setbacks, open space, etc., will decide actual density. Lower densities within any classification are permissible.

9.2 Commercial Uses

Designation

- o Commercial: Commercial uses allow for a broad range of goods and services primarily oriented to local (community-wide) consumption. Included in this category are:


CITY OF FILLMORE
CALIFORNIA
FLOOD HAZARD
OVERLAY DISTRICT
General Plan
FIGURE I-9
NO SCALE
N
SEVENTH ST.
FIFTH ST.
FOOTHILL
THIRD ST.
CENTRAL
MOUNTAIN VIEW
POLE
CREEK
"C" ST.
"E" ST.
FIRST ST.
BESPE
AVE.
ST.
"D" ST.
SANTA CLARA
ST.
"F" ST.
RIVER
AVE.
ST.
STATE ROUTE 126
S.P.R.R.
SANTA
CLARA
STATE ROUTE 23
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 POLI STREET, SUITE 101
VENTURA, CALIFORNIA 93001
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$$S = (0.00229 * I * L) / A$$

S = Average Percent Slope
I = Contour Interval, in Feet
L = Length of All Contours, in Feet
A = Area of Parcel, in Acres

The map must conform to national standards and have a scale no less than one inch equals 200 feet and a contour interval of no more than five feet.

2. Permitted uses in the Hillside Overlay District are limited to the following:

- Rural Residential
- Low Density Residential
- Public
- Parks
- Agricultural
- Open Space

3. All uses must provide permanent, non-buildable open space as follows:

Average Slope	Percent to Remain in Natural State
15-20 %	50.0 %
20-25 %	60.0 %
26 % and over	100.0 %

4. Residential densities are limited by degree of slope as follows:

Average Slope	Maximum Dwelling Units/Acre
15-20 %	1.00
20-25 %	0.75

5. Roadway right-of-way and drainage requirements should reflect the unique topographic characteristics of the hillside. Location and minimum road width necessary for health and safety shall be determined in cooperation with City Engineering and Community Development Departments.

6. A geologic, topographic and soils conditions report shall be provided by the developer with the tentative tract map, or development proposal.

7. Grading shall minimize cut and fill and scarring of the hillsides in accordance with the Fillmore Grading Ordinance or as specified by the City Engineer.

8. The "cluster development" concept shall be encouraged as a a means of preserving the natural appearance of the hillside and maximizing the amount of open space. Under this concept, dwelling units are grouped in the more level portions of the site, while steeper areas are preserved in a natural state.

9. The engineering and economic practicality of extending urban services to any hillside area must be demonstrated to the City by the developer.

TR

Transitional Residential Overlay - The North Fillmore neighborhood is characterized by lots of irregular shape and size, with improvements built on the lots in such a way as to make additional units difficult to construct. This neighborhood, one of the original neighborhoods of early Fillmore, has been given a unique land use designation. This category, called Transitional Residential (TR), is intended to accommodate the potential for change in this neighborhood.

Another area included in the Transitional Residential Overlay is the S.P.R.R. - owned property and surrounding properties between Central Avenue and Pole Creek. The S.P.R.R. currently allows short-term leases on this property, including City Park to the Fillmore Chamber of Commerce. The inclusion of the property and surrounding area in this overlay will assure future uses on the property that are compatible with adjacent uses should the S.P.R.R. sell the property.

The TR designation allows up to 11 units per net acre. However, under the TR designation, all new development proposals are to be reviewed by the Planning Commission under the Residential-Planned Development (R-PD) process. Under the R-PD process, the configuration of dwelling units, parking areas, open spaces and yards shall be examined to ensure that the intent of the City's development standards are met.

Special attention shall be given to the physical relationship of any existing units on a lot or parcel to any proposed new structures. Where feasible and desirable, the combination of existing lots shall be encouraged in order to efficiently utilize land and obtain the best possible site plan.

IR Industrial Reserve Overlay - This overlay designation reserves a large area (approximately 190 acres) of land in the southwestern quadrant of the City for future industrial uses. Land designated for industrial use elsewhere in the Planning Area is sufficient to meet the City's employment projections through the time frame of this General Plan (2010); therefore, it may well be that the Industrial Reserve will not develop until after 2010.

The Industrial Reserve has been created for the following reasons:

- to maintain the existing or agricultural uses on the properties until such time as a major development proposal is brought to the City, which can be justified through economic and fiscal studies to warrant the utilization of the land for industrial use;

- to assure build-out of the North Fillmore (Sespe) Industrial Area in order to finance the proposed Levee Drive and necessary storm drainage improvements through assessment districts; and

- to avoid having to construct costly infrastructure in the large undeveloped area prior to industrial infill development elsewhere in the City.

It is the intent of the City to discourage piecemeal development of the Industrial Reserve and to encourage superior, planned industrial development in this quadrant of the City though the use of a master plan which will address the planning of necessary infrastructure and facilities, including a program of phased development. The Industrial Reserve designation will undergo annual review by the Planning Commission to assure that any property owner is not unduly restrained in the use of his/her property in the Industrial Reserve.

Furthermore, prior to any development in the Industrial Reserve, the potential developer(s) will have to present to the City data justifying the development of the land prior to other industrial parcels. Justification shall indicate an unmet need for such development, the fact that the need cannot be met on other properties within the City and Planning Area, and provide documentation that the proposed development will not adversely affect the potential for development of other industrial properties in the Planning Area that are not in a designated reserve.

SP <u>Specific Plan Overlay</u> - This overlay specifically pertains to the large parcel of land located at the southeastern corner of Highway 126 and "A" Street (see Figure I-8). As discussed in Section 8.2, the development of small parcels along Highway 126 in the past has lead to piecemeal, strip commercial developments. Continuation of this trend will preclude any opportunity left to the City in the future for a major retail development on largely undeveloped parcels of land. Therefore, in order to accommodate future, large-scale retail development on Highway 126, the City has created the Specific Plan Overlay.

REMOVED THRU GPA 92

It is the intent of the City to stimulate quality retail (sales tax-generating) commercial development in this overlay district through the specific plan process pursuant to Section 65450 et seq of the Government Code. The specific plan should include a market study that will identify specific, potential retail uses for the property and a phasing program that will accommodate retail expansion in an orderly fashion as the retail trade area of the City grows and is able to support additional retail uses on the site.

C/P <u>Conservation/Preservation Overlay</u> - In order to ensure preservation of historic resources in Fillmore's older, central area, a Conservation/Preservation Overlay has been designated. Generally, the area is bounded by A Street, Fourth Street, and Mountain View and Santa Clara Streets. The intent of the Conservation/Preservation Overlay is to encourage new development in the area to be

compatible in scale and treatment with the existing, older development as well as to promote the conservation and reuse of existing structures, many of which have historical value. The Conservation and Open Space Element provides expanded discussion on the City's historic resources.

FH Flood Hazard Overlay - applies to all lands within the 100-year flood plain as identified by and updated from the National Flood Insurance Program (Figure I-9). It is intended to prevent development from adversely affecting drainage on adjacent properties, and to protect life and property from flood hazard.

Any development proposal for property located within or adjacent to the designated 100-year flood plain shall be subject to review by the Ventura County Flood Control District.

All costs associated with project design improvements and mitigation measures necessary to reduce or eliminate flood hazard shall be borne by the project.

SH Significant Habitat Overlay - applies to highly sensitive biological habitats including riparian areas and areas supporting threatened or endangered plant or animal species.

Any development proposal for property located within or adjacent to a designated Significant Habitat shall include an analysis by a qualified biologist (subject to City approval) to assess the impacts of the proposal on the affected habitats or species and recommend measures to mitigate such impacts. Wherever urban uses are proposed adjacent to the Significant Habitat area as defined in Figure I-8, a buffer of not less than 100 feet of native and fire retardant vegetation shall be established.

All costs associated with project design improvements and mitigation measures necessary to protect or maintain significant habitats shall be borne by the project.

10.0 REFERENCES

Kennedy/Jenks/Chilton. June 1987. Report Water System Master Plan: City of Fillmore, California. Irvine, California

McClelland Engineers, Inc. November 1988. Final Environmental Impact Report for the City of Fillmore General Plan Update (1988-2010). Ventura, California.

Ventura County Environmental Resources Agency, Planning Division. October 1974. Seismic Safety and Safety Element of the General Plan. Ventura, California.

CITY OF FILLMORE

Table I-2 Future Land Use Distribution
Fillmore Planning Area

Land Use	Acres by Configuration	Total
Open Space		1,000.0
Agriculture		0.0
Residential		1,332.5
Rural Residential	390.0	
Low Density	775.0	
Medium Density	107.0	
High Density	12.5	
Mobile Homes	48.0	
Commercial		112.0
CBD	34.0	
Highway Commercial	78.0	
Industrial		475.5
Industrial Park	410.0	
Industrial	65.5	
Private/Industrial		12.0
Parks		55.0
General Public (est.)		462.0
		3,549.0

Source: Planimetered by Willdan Associates (1989).

II.
CIRCULATION ELEMENT

CITY OF FILLMORE
CALIFORNIA

LIST OF TABLES

LIST OF FIGURES

1.0 INTRODUCTION

Circulation describes the movement of people, goods and services within and around a city. Circulation networks are the various means by which this movement is facilitated. The most obvious network is a city's street system, but a comprehensive discussion of an overall circulation system must include other networks as well.

Circulation has been identified by the California State Legislature as a significant issue for local, long-range planning and requires that a Circulation Element be prepared as part of a City's General Plan (Government Code Section 65302). Correlated with the Land Use Element, it must examine issues related to all methods of travel and distribution (i.e., all circulation networks). In addition to streets and highways, "transportation routes, terminals, and other local public utilities and facilities" must be included.

The Circulation Element identifies highways and streets, truck routes, pedestrian ways, bikeways and parking as the primary circulation networks. Mass transit such as rail or buses are only a small part of the City's circulation system. Utility services such as electricity, natural gas, telephone and cable, are provided by regulated private companies and are expected to easily accommodate projected growth. Public utilities such as water, sewer and drainage are discussed in the Public Facilities Element.

2.0 EXISTING TRAFFIC NETWORKS

2.1 Automotive

2.1.1 Major Thoroughfares

State Route 126 is the major thoroughfare within Fillmore and connects the City to Interstate 5 and U.S. 101. Running in an east-west direction at the southern end of the City, Highway 126 (also known as Ventura Street) is a two-lane rural road which widens to four lanes between "A" Street and El Dorado Mobile Home Estates. It handles through-traffic, including long-haul trucks, and local residential and commercial traffic. Conflicts between these two traffic flows create problems within the City because of on-street truck parking and vehicles entering and leaving local businesses through curb-cuts along the Highway. Additional hazards are encountered between "A" Street and Mountain View Street where nine streets and three alleys enter the Highway in the space of one-half mile. Traffic controls are provided at three locations along Highway 126 at Central Avenue and "A" and "C" Streets.

Beginning at "A" Street and Highway 126, State Highway 23 runs south across the Santa Clara River, through the Bardsdale area and to Moorpark and Thousand Oaks via Grimes Canyon Road. Many of the problems resulting from mixing local and through-traffic also apply to Highway 23; however, they are less severe due to the Highway's lower traffic levels.

2.1.2 Minor and Local Thoroughfares

The City's internal street system is defined by a rectangular grid pattern established before modern circulation needs were well understood. The north-south streets (Central Avenue, Mountain View, and "A", "B", "C" and "D" Streets) are spaced one-quarter mile apart and east-west streets (Sespe Avenue and First through Sixth Streets) are separated at one-eighth mile intervals. Two major breaks in the grid are created by a cliff running between "A" Street and Central Avenue north of First Street, and the Southern Pacific Railroad which enters the City at "C" and Third Streets and leaves at Pole Creek between Main Street and Santa Clara Avenue. With these two barriers, the street system does not provide easy access to all areas of the City and creates several safety and convenience problems for residents and businesses.

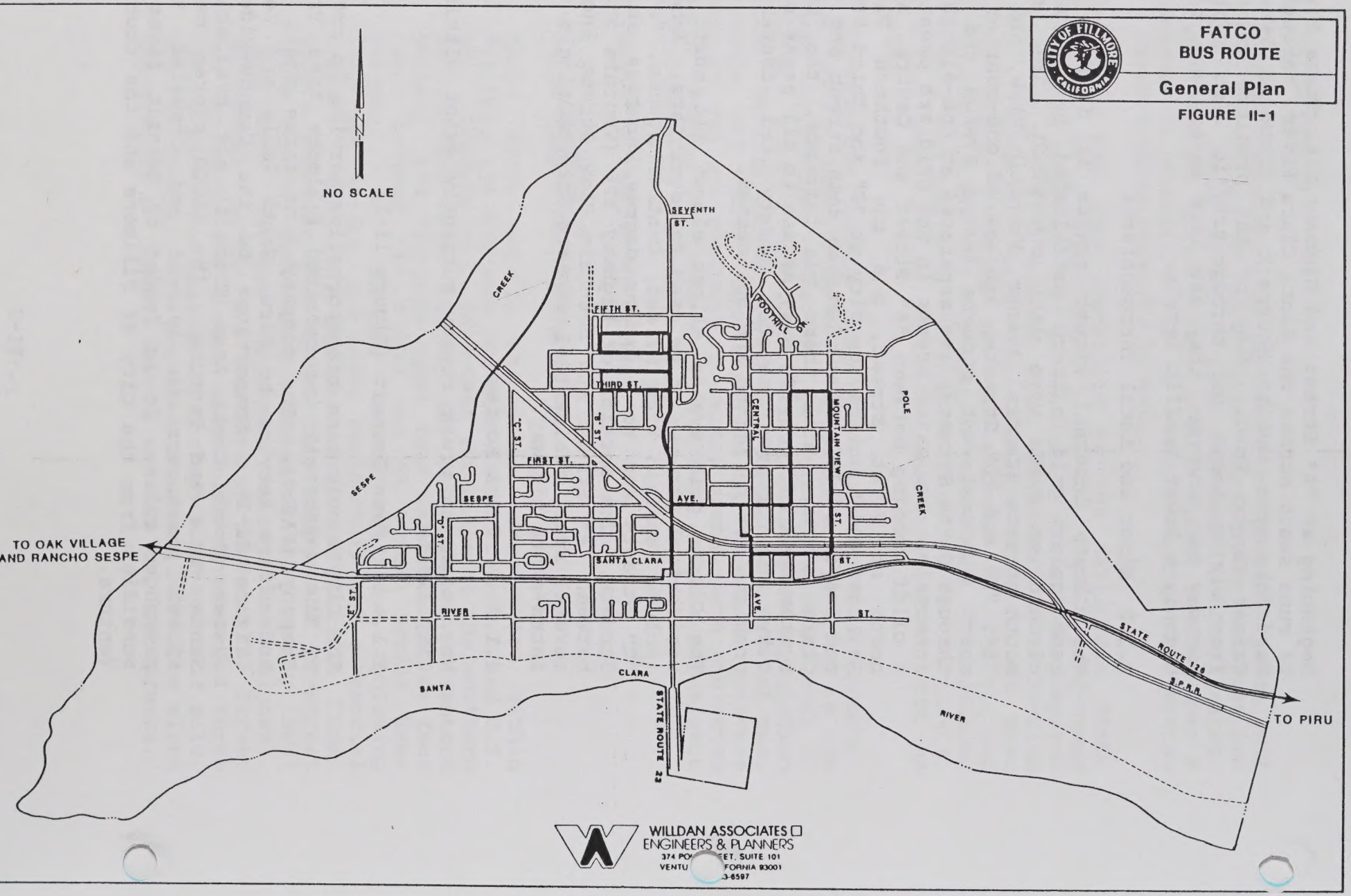
The City's grid system allows almost all north-south residential streets to be used for commuters. Examples include Mountain View Street, Central Avenue, "A" and "C" Streets and to a lesser degree Saratoga and "B" Streets. The section of Highway 126 (Ventura Street) between "A" Street and Mountain View Street includes several small residential streets intersecting a major intra-state highway.

2.1.3 Truck Routes

No designated truck routes currently exist within the City limits.

2.1.4 Mass Transit (Figure II-1)

The City's only mass transportation service is provided by the separately incorporated Fillmore Area Transit Company (FATCO). The company runs three small buses and offers service to Piru, Santa Paula and Ventura (Figure II-1). Connections to the County-wide bus system (South Coast Area Transit) are available in Santa Paula and Ventura. The FATCO system carried 55,861 passengers in 1984-85 and traveled 80,476 passenger miles. It is funded by transit fares, and subsidies from the City of Fillmore and the County of Ventura.


FATCO
BUS ROUTE
General Plan
FIGURE II-1
CITY OF FILLMORE
CALIFORNIA
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE AVE.
SANTA CLARA ST.
RIVER ST.
SANTA CLARA RIVER
SESPE CREEK
POLE CREEK
FOOTHILL DR.
CENTRAL AVE.
MOUNTAIN VIEW ST.
"C" ST.
"B" ST.
"D" ST.
"E" ST.
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
TO OAK VILLAGE AND RANCHO SESPE
TO PIRU
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 PO ET, SUITE 101
VENTU FORNIA 93001
3-6597

2.2 Non-Automotive

The transportation system for the City includes several non-automotive modes, primarily rail, bicycle and pedestrian.

2.2.1 Southern Pacific Railroad

Presently, the Southern Pacific Railroad operates one train daily, serving the local fruit packing industry. No passenger trains run through the Santa Clara Valley, and fixed-rail mass transit does not appear to be feasible at this time.

2.2.2 Bikeways

At this time the City has no designated bikeway system.

2.2.3 Pedestrian Ways

Pedestrian access is generally well-accommodated within the City. All residential neighborhoods have sidewalks on both sides of the street, except on upper Foothill Drive (where steep slopes limit buildable space) and in sections of North Fillmore. Although access is restricted from the western half of the City and from the El Dorado Mobile Home Park, the Central Business District is within one mile of most housing in the City.

2.3 Parking

Current zoning regulations require all new construction to provide adequate off-street parking. All housing must provide spaces for cars at a rate of two per unit (with certain exemptions for boarding houses and nursing homes). Commercial and industrial facilities have parking requirements based on the particular use. Major parking problems are found at existing industrial sites, in the Central Business District and among multi-family housing complexes located in low-density neighborhoods.

The City's oldest industry (fruit packing houses) is located around the railroad at "A" Street. Employee parking was not required at the time of development and on-street parking was accepted as an adequate solution. As the surrounding area developed, resulting increases in automobile traffic have made traffic flow on local streets (notably Sespe Avenue and "A" Street) less than optimal. Efforts should be undertaken by the City in cooperation with local packing houses to identify ways to provide additional off-street parking.

In contrast, the Central Business District has adequate off-street parking. However, the available spaces are not as convenient to downtown shoppers as they could be. The City owns three lots around Central Avenue containing a total of 124 spaces. Without easy pedestrian access to Central Avenue shops, the lots are not used by shoppers and instead have become parking areas for shop employees and neighborhood residents.

Finally, in the older (eastern) section of the City, numerous multi-family housing units pose on-street parking problems in the immediate neighborhoods due to insufficient and inadequate parking facilities. As a result of excessive on-street parking, there is poor visibility for street access, hazards to children and an unattractive streetscape.

3.0 STREET CONDITIONS (Figure II-2)

Figure II-2 shows 1987 daily traffic volumes on the existing street system.

Although generally divided into a rectangular grid, the street system has several non-perpendicular intersections. Parallel to the rail line, Old Telegraph Road cuts through the western half of the City at about a 45 degree angle. The resulting intersections (involving Old Telegraph and "A", "B", "C", First and Third Streets and Sespe Avenue) do not provide adequate line of sight to cross-traffic which make them difficult to negotiate.

The cliff, which bisects the northern half of the City, creates a fork at "A" Street between First and Second Streets. Visibility is restricted at this intersection, school children may be nearby, and it is used by numerous trucks because "A" Street is used as a local truck route.

As an old County subdivision, North Fillmore was developed with two undersized streets having no curbs, gutters or sidewalks (Blaine Avenue and Edison Lane). With unrestricted on-street parking and limited pedestrian access, these two streets create hazardous and unattractive neighborhoods.

The older (eastern) residential section of the City was divided with alleys between most north-south streets. While alleys offer a less cluttered streetscape by placing garages behind houses, they also pose several problems. As public spaces without public scrutiny, alleys often become littered with garbage and graffiti and used as an entry way for burglars and vandals. Several programs could be initiated to improve alley use, including Neighborhood Watch, a clean-up campaign and improved lighting.


DAILY TRAFFIC VOLUMES, 1987
General Plan
(Average Daily Trips)
FIGURE II-2
CITY OF FILLMORE CALIFORNIA
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE AVE.
SANTA CLARA RIVER
CLARA
SANTA
SESPE CREEK
POLE CREEK
FOOTHILL DR.
CENTRAL AVE.
MOUNTAIN VIEW ST.
"B" ST.
"C" ST.
"D" ST.
"E" ST.
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
3,750
3,700
2,400
3,800
2,000
5,700
3,400
6,600
8,200
2,800
3,900
8,750
3,100
8,800
1,750
2,200
8,400
1,600
11,000
16,000
16,500
13,000
8,300
WILLDAN ASSOCIATES
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The physical condition of the City's street system varies greatly. Older sections of the City tend to be in the poorest condition. Street trees with shallow roots have uplifted pavement in places. Finally, all five rail crossings (at Third, Sespe, "A", Central and Mountain View Streets) are in poor condition.

4.0 FUTURE TRAVEL DEMAND (Figure II-3)

By the year 2010, the City anticipates that its population will reach 17,450. The City's circulation needs over this period will be served primarily by the automobile.

The type of traffic generated by population growth will be influenced by the development which occurs within the City. Successful implementation of the Land Use Element will integrate residential, commercial and industrial uses and generate an increase in intra-City traffic. Finally, Caltrans anticipates increased through-traffic on Highway 126 which will also impact local circulation.

The amount of traffic resulting from future development in the City was estimated by applying trip generation factors to growth areas indicated in the Land Use Map. As shown on Figure II-3 the results identify the City's future circulation needs and can be used in planning street improvements through 2010.

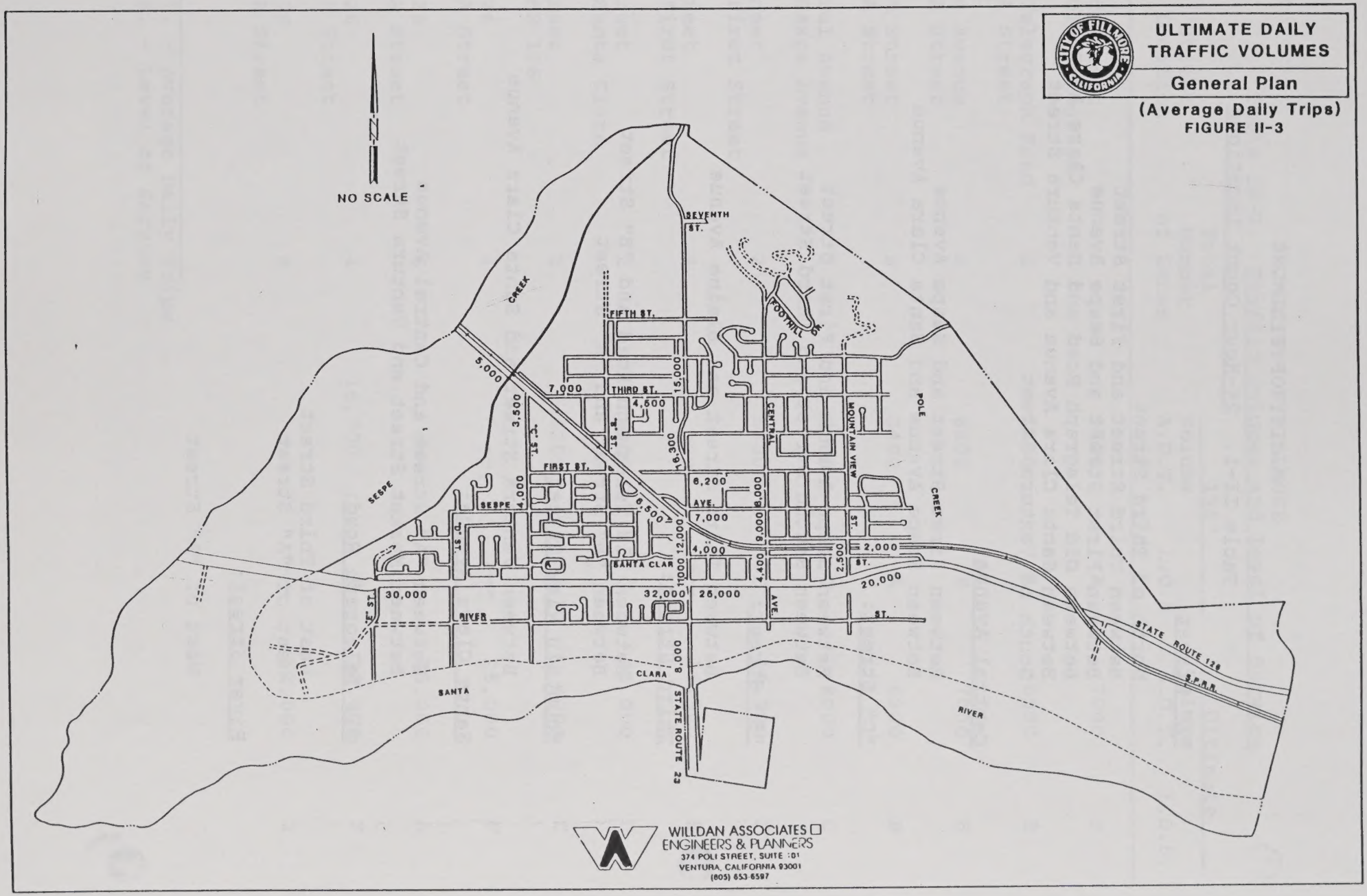
5.0 PROPOSED TRAFFIC NETWORK IMPROVEMENTS

5.1 Automotive

5.1.1 Major Thoroughfares

In order to assess potential impacts associated with the development of the City to build-out, a study was prepared by Willdan Associates. Traffic counts were taken at the locations identified in Table II-1. Based upon these counts, vehicle trips that would be generated by the City at build-out were determined and assigned to these locations. The results of the traffic counts and projections are shown in Table II-2.

The operational efficiency of the roadways at these locations involves the calculation of a volume-to-capacity rate which is related to a level of service (LOS). Level of service denotes any of an infinite number of combinations of traffic operating conditions that may occur on a given lane or roadway when it is subjected to various traffic volumes. Level of service is a qualitative measure of the effect of a number of factors which include speed, travel time, traffic interruptions, freedom to maneuver, safety, driving comfort, convenience, and operating cost. There are


ULTIMATE DAILY TRAFFIC VOLUMES
General Plan
(Average Daily Trips)
FIGURE II-3
CITY OF FILLMORE CALIFORNIA
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SEGPE AVE.
SANTA CLARA
RIVER ST.
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
FOOTHILL DR.
CENTRAL AVE.
MOUNTAIN VIEW ST.
POLE CREEK
SEGPE CREEK
SANTA CLARA RIVER
"C" ST.
"D" ST.
"E" ST.
"F" ST.
5,000
7,000
4,500
15,000
3,500
16,300
6,200
6,500
4,000
7,000
9,000
9,000
12,000
4,000
2,000
2,500
4,400
20,000
30,000
32,000
25,000
8,000
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CITY OF FILLMORE

Table II-1. 24-Hour Count Locations

"A" Street:

North of Third Street
Between Third Street and First Street
Between First Street and Sespe Avenue
Between Old Telegraph Road and Santa Clara Avenue
Between Santa Clara Avenue and Ventura Street
South of Ventura Street

Central Avenue:

Between First Street and Sespe Avenue
Between Sespe Avenue and Santa Clara Avenue

"C" Street:

Between Sespe Avenue and First Street
Between Second Street and Third Street

"B" Street:

Between Third Street and Blaine Avenue

Third Street:

Between Old Telegraph Road and "B" Street
Between "B" Street and "A" Street

Mountain View Street:

Between Ventura Street and Santa Clara Avenue

Santa Clara Avenue:

Between "A" Street and Central Avenue
Between Market Street and Ventura Street

Old Telegraph Road:

West of Third Street
West of "A" Street

River Street:

West of "A" Street

CITY OF FILLMORE

Table II-2. Traffic Volumes and Level of Service

Street Location	Total Number of Lanes	1987 Volume A.D.T.	1987 L.O.S.	Ultimate Volume A.D.T.	Ultimate L.O.S.
Third Street e/o Old Telegraph	2	3700	A	7000	B
Old Telegraph Road w/o A Street	2	3800	A	6500	B
Sespe Avenue e/o A Street	2	6600	B	7000	B
First Street e/o A Street	2	3400	A	6200	B
Central Avenue n/o Sespe Avenue	2	8200	C	8000	C
A Street n/o First Street	2	5700	B	16,300	F
A Street n/o First Street	4	---	---	16,300	B
A Street n/o Santa Clara	2	8400	C	12,000	D
A Street s/o SR 126	2	6300	B	8000	C
SR 126 e/o A Street	4	---	---	25,000	F
SR 126 w/o A Street	6	---	---	25,000	A
SR 126 w/o A Street	4	16,500	B	32,000	F
SR 126 w/o A Street	6	---	---	32,000	A

A.D.T. - Average Daily Trips
L.O.S. - Level of Service

six levels of service, A through F, which relate to the driving conditions from best to worst, respectively. The characteristics of traffic operations for these levels of service are summarized in Table II-3.

Through-traffic on State Route 126 is projected to increase 50% over the next twenty years. Major improvements which include road widening are planned by Caltrans as part of long range regional planning. It is anticipated that the Route 126 corridor will require six travel lanes at ultimate buildout.

"A" Street serves as the City's major north-south thoroughfare. Although the expansion of the north end industrial area would be expected to concentrate significantly greater traffic volumes on "A" Street, the extension of Levee Drive through the industrial area south to Old Telegraph Road will alleviate this potential impact. Therefore, widening of "A" Street north of First Street will not be necessary."

As traffic volumes increase along State Route 126 turning conflicts will increase. Minimizing these conflicts may be achieved by minimizing the number of streets and driveways that access the highway, thereby forcing the turning movements to occur at controlled intersections.

5.1.2 Minor and Local Thoroughfares

Although the City's local streets generally operate at good levels of services, the grid layout and location of homes fronting onto collector streets results in perceived congestion and speed problems. For new developments, this problem can be avoided by prohibiting driveway access to collector streets and constructing short local streets that feed local traffic onto collector streets.

5.1.3 Truck Routes

The General Plan, as proposed, would allow for the construction and operation of additional industrial development, particularly in the northwestern portion of the City. As industries develop, truck traffic and commuting employees will create increased congestion and safety hazards for City residents. For the City to provide adequate traffic access and safety levels for its residents, additional access to this industrial growth area is necessary.

In an attempt to provide this area with the needed access, an extension of Levee Drive from Old Telegraph Road to Sixth Street is proposed. This roadway could

CITY OF FILLMORE

Table II-3. Characteristics of Traffic Operations by Level of Service 1/

Level of Service	Conditions	Volume/Capacity Ratio 2/
A, B	Uncongested operations; vehicles clear in a single cycle.	0.00-0.70
C	Light congestion; occasional-backups on critical approaches	0.71-0.80
D	Congestion on critical approaches but intersection functional. Vehicle required to wait through more than one cycle during short peaks. No longstanding lines formed.	0.81-0.90
E	Severe congestion with some longstanding lines on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protested turning movements.	0.91-1.00
F	Total breakdown with stop-and-go operation.	1.01

The method used to calculate LOS for Highway 126 is shown below:

L.O.S. / A.D.T.	A	B	C	D	E	F
2 LANE SECTION	5,000	7,500	10,000	12,500	15,000	*
4 LANE SECTION	16,000	18,000	20,000	22,000	24,000	*
6 LANE SECTION	36,000	40,000	45,000	50,000	54,000	*

(1) Source: Highway Capacity Manual, 1965
(2) Volume/Level of Service E Capacity

be posted as a truck route and would reduce congestion problems at existing City intersections by providing an alternative route for commuters. Local streets could be posted with weight limit signs to facilitate enforcement.

5.1.4 Mass Transit

An anticipated increase in the City's senior citizen population will create additional demand for public transit. The continued funding of FATCO by the City of Fillmore and County of Ventura is expected to continue through the next few years but the level of support is not known or forecasted.

5.2 Non-Automotive

5.2.1 Southern Pacific Railroad

No passenger train service is anticipated.

5.2.2 Bikeways (Figure II-4)

The City should pursue a separate bike trail policy including designation and classification of routes. A conceptual bikeway system plan is depicted in Figure II-4.

5.2.3 Pedestrian Ways

All new residential and business area streets should be constructed with sidewalks on both sides. Due to the compactness of the City and the opportunity for commuters to walk to work, new industrial streets should also provide sidewalks.

5.3 Parking

All new developments should be required to provide adequate off-street parking. Furthermore, any discretionary approvals requested of the City in conjunction with proposed modifications of existing developments should include conditions intended to mitigate existing parking problems.

6.0 SOURCES OF TRAFFIC NETWORK IMPROVEMENT FUNDS

At ultimate buildout substantially higher traffic levels will have to be accommodated on City streets. As a result, greater wear to existing paved surfaces will occur and the frequency of roadway repairs will increase.


CONCEPTUAL
BIKEWAY SYSTEM
General Plan
FIGURE II-4
CITY OF FILLMORE
CALIFORNIA
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE
SESPE
CREEK
"C" ST.
"B" ST.
"D" ST.
"E" ST.
CENTRAL
MOUNTAIN VIEW
POLE
CREEK
AVE.
ST.
SANTA CLARA
ST.
AVE.
ST.
RIVER
SANTA
CLARA
RIVER
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
WILLDAN ASSOCIATES
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(805) 653-6597

Funds for the required roadway maintenance typically come from several sources which including the State Gas Tax, the Federal Aid Urban System, the Federal Highway Safety Act, and Quarter-cent Sales Tax (assuming that these sources of funds remain available to the City):

- o Gas Tax. This tax is a State-administered subvention to the City of a portion of the tax collected on gasoline. These funds are expected to provide the main support for the City's street construction programs. These funds may also be used for street maintenance.

- o Federal Aid Urban System. Funds are apportioned by the State to the County which then allocates them to the local agencies based on population. Funds are then obligated for individual projects based upon a priority ranking. FAU projects currently require partial funding by local agencies.

- o Federal Highway Safety Act. Under this act, the City is eligible to participate in the following programs: High Hazard Safety, Roadside Obstacles and the Safer Off-Systems Road programs.

- o Quarter-cent Sales Tax (SB 325). Funds obtained through this source must be expended for public transportation purposes. If there are no "unmet" transit needs within the jurisdiction, however, the funds may be used for right-of-way acquisition and construction of major streets and roads. The SB 325 funds can be used to defray operating as well as capital costs of transit services in the City (Federal Urban Mass Transportation Act monies can also be used for both capital and operating expenses).

Private developers, however, normally provide most new streets and related improvements. Construction as part of a development plan and the special assessment district are two methods by which private funds may be used to support the City's circulation systems. Other methods include Area of Benefit funds, Area of Contribution funds, and traffic mitigation fees.

7.0 REFERENCES

Westland Geological Services, Inc. 1986. Draft Initial Study: City of Fillmore General Plan.

III.
HOUSING
ELEMENT

FINAL
HOUSING ELEMENT
(1988 - 1994)

CITY OF FILLMORE

MAY 1992

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1.
INTRODUCTION

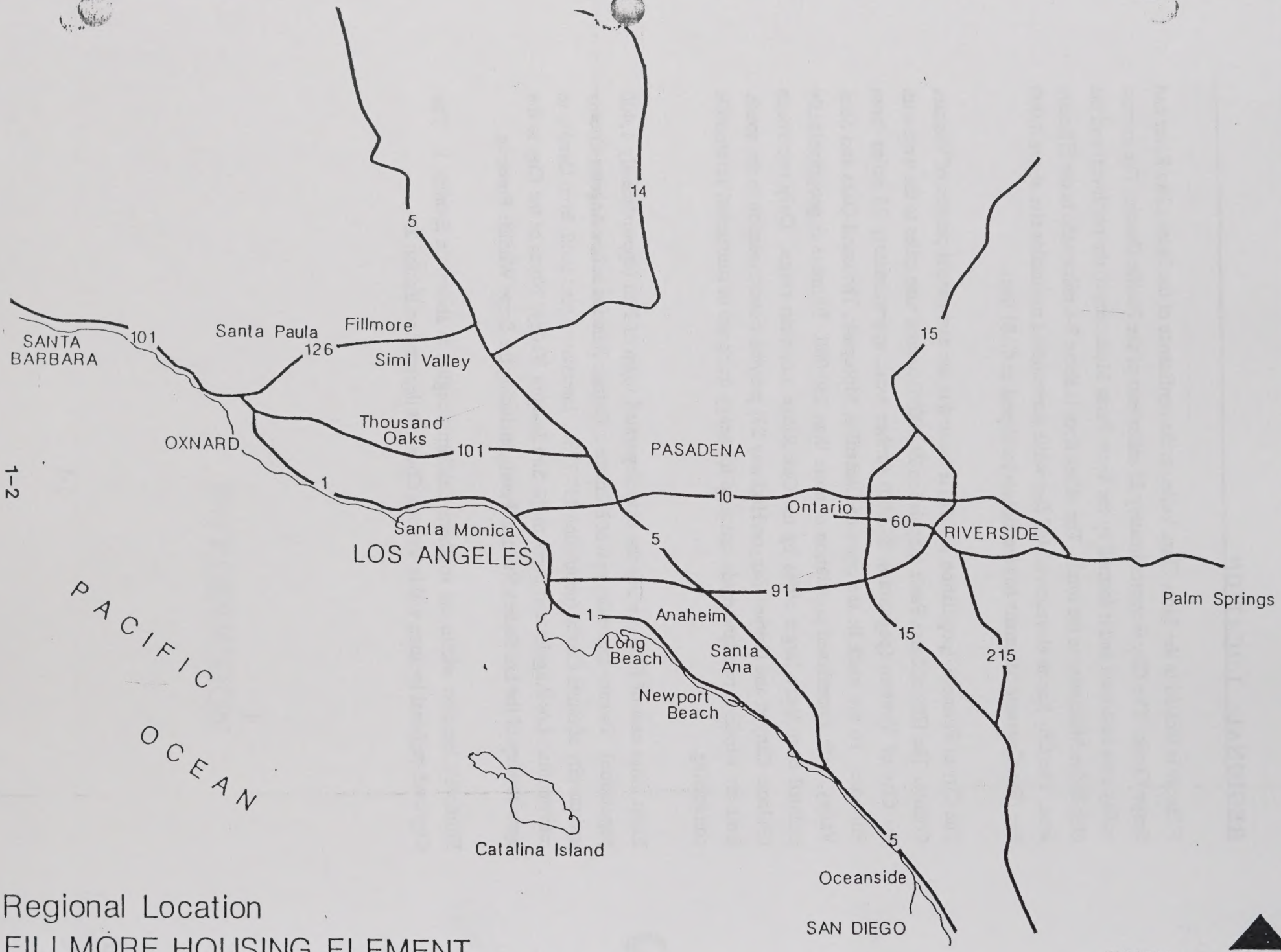
REGIONAL LOCATION

Fillmore is located in the Santa Clara Valley at the confluence of the Santa Clara River and Sespe Creek. The City is approximately 25 miles east of the Pacific Ocean. The narrow valley runs east-west and is formed by the Santa Paula Mountains to the northwest and the Oak Ridge Mountains to the south. The valley floor is about 3-4 miles wide in the Fillmore area. The City has an elevation of 467 feet while surrounding mountains rise above 4,000 feet (San Cayetano Mountain has the highest local peak at 4,181 feet).

The City of Fillmore (population 12,098) is located in the east-central portion of Ventura County. The City of Santa Paula (population 24,000) is located nine miles to the west with the City of Ventura (population 89,000) further west, approximately 25 miles from Fillmore. To the south lie the cities of Camarillo, Moorpark, Thousand Oaks and Simi Valley, with a combined population of more than 250,000. Fillmore is geographically isolated from these larger cities by the Oak Ridge mountain range. Only two roads (Balcom Canyon and Grimes Canyon/Highway 23) provide interconnection to the south. Both are winding, two-lane roads, unsuited for heavy truck use or substantial automobile commuting.

Eight miles east of Fillmore lies the unincorporated town of Piru (approximately 1,400 population). Twenty-four miles east of Fillmore is Castaic Junction in Los Angeles County and the city of Santa Clarita (population 117,773) . Interstate 5 runs south from Castaic to metropolitan Los Angeles and north to the San Joaquin Valley. North of the City is the open country of the Los Padres National Forest, including the Sespe Wildlife Preserve.

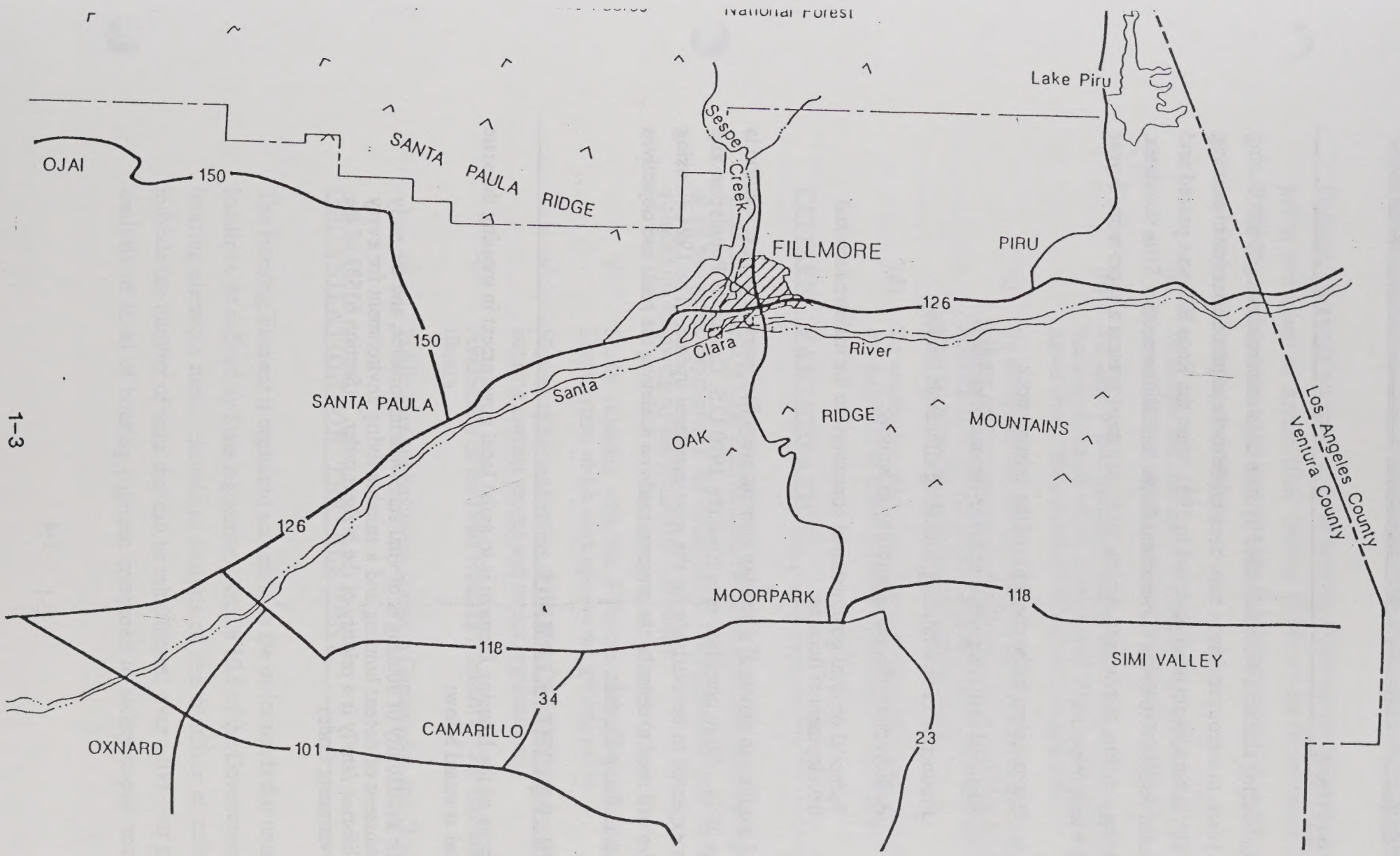
Fillmore's location within the southern California region is shown on Exhibit 1. The City's sub-regional location within Ventura County is depicted on Exhibit 2.



Regional Location
FILLMORE HOUSING ELEMENT

EXHIBIT 1

NORTH



Vicinity Map
FILLMORE HOUSING ELEMENT

EXHIBIT 2

NORTH

BACKGROUND

General Plan housing elements were mandated by state legislation enacted in 1967. During the past 22 years, numerous revisions have been made to the required contents of housing elements. The last major revision occurred in 1981 when the Roos Bill was passed and thereby enacted Article 10.6 of the Government Code. In addition to other State mandates, a local housing element, pursuant to Article 10.6, also must present a short-term, 5-year plan of action with respect to:

1. Improvement to the condition of the existing stock.
2. Financial assistance needs of lower-income households.
3. Production of new housing, including affordable housing.
4. Achievement of equal opportunity in housing.
5. Removal of local governmental constraints to the maintenance and development of housing.

Article 10.6 requires an update of a housing element every five years. The next revision is required by 1994. More complete data from the 1990 U.S. Census of Population and Housing is expected to be available for the next mandated update. The 1994 Housing Element also will need to describe the progress made on achieving the goals and objectives stated in this Housing Element.

PURPOSE OF THE ELEMENT

A key purpose of the Housing Element is to assist local government in meeting the state housing goal as stated below:

> "The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order." (Section 65581 of the Government Code)

General, statewide purposes of local housing elements are influenced by the legislative policy and intent of Article 10.6. Section 65581 of the Government Code contains the following declarations which describe the legislature's intent in enacting the most recent revisions to the housing element law:

"(a) To assure that counties and cities recognize their responsibilities in contributing to the attainment of the State housing goal.

"(b) To assure that counties and cities will prepare and implement housing elements which, along with federal and state programs, will move toward the attainment of the state housing goal."

"(c) To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs."

"(d) To ensure that each local government cooperates with other local governments in order to address regional housing needs."

CITIZEN PARTICIPATION

According to Article 10.6, local housing elements should be prepared with the participation of all economic segments of the community. The preparation of the Housing Element included the following citizen participation activities:

- √ Study sessions with the Fillmore City Council and Planning Commission which were open to the general public.
- √ Notices of the availability of the Draft Housing Element were sent to housing interest groups and senior organizations.
- √ Availability of the Draft Housing Element at City Hall and the local library.
- √ Public hearings before the Planning Commission and City Council.

ORGANIZATION OF THE ELEMENT

The Housing Element is organized according to the major needs that must be addressed by localities, as defined by State legislation. Article 10.6 of the Government Code states that housing elements must: include an analysis of the condition of existing housing and indicate the number of units that can be rehabilitated over a five-year period; include an analysis of level of housing payment compared to ability-to-pay and indicate actions

directed at meeting the needs of lower-income households that are overpaying and special needs households; discuss projections of housing needs and provide adequate housing sites; and promote housing opportunities for all persons.

DEFINITIONS OF TERMS

Several terms are used throughout the Housing Element which have unique meanings ascribed by California planning law. Before the body of the Housing Element is presented, definitions of key terms are provided in the next few pages to facilitate the understanding of terms used in various sections of the element.

Condition of Housing -- Fillmore's Housing Element, pursuant to the requirements of Article 10.6, includes an analysis of the physical condition of housing for purposes of identifying improvement needs.

Existing Housing Assistance Needs (Overpaying) -- These needs pertain to Fillmore's current residents that are paying more on housing costs than they can reasonably afford, given other life necessities such as food, transportation, health care, child care, insurance and other requirements. The problem of overpaying is often cited as the indicator of housing assistance needs since financial assistance is necessary to reduce costs to a reasonable level. The extent of overpaying is estimated by the number of very low and low income households that are spending 30% or more of their income on housing costs.

Goals and Objectives -- Goals are statements describing the desired conditions that should exist in the housing environment. Objectives are numerical targets to try to achieve in a five-year time period; they must be stated for the rehabilitation, conservation and development of housing. Objectives may not be possible or appropriate for certain housing needs identified in the Housing Element and, therefore, have not, in some cases, been included.

Household and Family -- A household is all the persons who occupy a housing unit. A household may consist of one person, unrelated individuals or a "family". A "family" is a household consisting of persons related by blood, or marriage, or a single bonafide housekeeping unit.

Housing Production Needs -- These needs refer to new construction needed during a five-year period for all income groups to:

1. Accommodate new households (growth);
2. Replace demolitions and other losses in the housing inventory; and
3. Achieve a vacancy rate that will allow the housing market to operate efficiently and provide mobility opportunities.

Implementation Policies and Activities -- These statements, contained in Sections III through VI, serve to convey how the City intends to further the achievement of stated goals and objectives. The policies are statements indicating the process and procedures the City employs to attain goals and objectives which address housing needs. The activities are specific actions which the City undertakes to meet local housing needs within the context of the state housing law.

Income -- State law requires that housing needs be calculated for four income groups, which are defined in reference to the median household income for the entire Ventura County area. The median household incomes are computed and published annually by the U.S. Department of Housing and Community Development; in February 1991 the median household income for a four-person household residing in Ventura County was $48,400. The four income groups are defined as follows:

Income Group	Percent of Median Household Income	Annual Income Limits*
Very Low	Less than 50%	$24,200
Low	50% - 80%	$38,000
Moderate	81% - 120%	$48,400
Above Moderate	121% and above	$58,100+

* *For a four-person household.*

Overcrowding -- Overcrowding refers to households living in housing units that lack sufficient space to meet basic needs of daily living. The prevalence of overcrowding conditions is measured by the ratio of persons to rooms in a housing unit (excluding bathrooms and kitchens). When the ratio of persons to rooms exceeds 1.01 persons per room, overcrowding is considered to exist.

Southern California Association of Governments (SCAG) -- Section 65583 (a)(1) of the Government Code requires as a part of the local housing elements " . . . a quantification of the locality's existing and projected housing needs for all income levels." Section 65584 of the Government Code states " . . . that each council of governments shall determine the existing and projected housing need for its region." Furthermore, " . . . each locality's share shall be determined by the appropriate council of governments . . ."

In the case of Fillmore, the appropriate council of governments is the Southern California Association of Governments. The Office of the Attorney General (Opinion No. 87-206, September 29, 1987) stated: " . . . we conclude that the determination of a locality's share of regional housing needs by a council of governments must include both the existing and projected housing needs of the locality." Thus, SCAG is responsible, under the provisions of California law, to quantify existing and projected housing needs for all cities and county unincorporated areas in the six county region comprised of Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties. Moreover, the City of Fillmore, as other jurisdictions, must incorporate these estimated and projected needs in the Housing Element.

As stated in SCAG's 1988 Regional Housing Needs Assessment (RHNA):

> "The State Housing Law requires SCAG to identify both Existing and Future Housing Needs every 5 years. The 1988 Regional Housing Needs Assessment identifies each jurisdictions' Existing Housing Need, as of January 1, 1988, and Future Housing Need for the July 1, 1989 to July 1, 1994 period. SCAG is doing this in compliance with the mandate of the State Housing Law. Each city and each county (unincorporated area) will then use these regional need numbers, identified for it in the RHNA, as a basis for the identification of housing needs in the Housing Element of its General Plan."

The definitions of existing and future need, as provided by SCAG, are quoted below:

> "Existing Need in the 1988 RHNA is defined as the number of lower income households paying more than 30% of their income for housing."
>
> "Future Need in the 1988 Assessment is also dealt with in a way similar to the current RHAM.* It is defined as the number of units that would have to be added in each jurisdiction to accommodate the forecasted growth in the number of households by July 1, 1994, as well as the number of units that would have to be added to compensate for anticipated demolitions and changes to achieve an 'ideal' vacancy rate."

CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

The goals and policies of the Housing Element have been reviewed for consistency with the mandated and optional elements of the General Plan. Based upon this review, the planning staff has determined that goals, policies, programs and quantified objectives of the updated Housing Element can be attained or implemented without the need for amendments to other Fillmore General Plan Elements. Therefore, the Housing Element is internally consistent with the balance of the General Plan Element.

* RHAM is the Regional Housing Allocation Model used during the 1983-88 time period.

2.
PROGRESS REPORT

INTRODUCTION

Section 65588(a) provides that each local government shall review its housing element as frequently as appropriate to evaluate the following:

1. The effectiveness of the housing element in attainment of the community's housing goals and objectives.
2. The progress of the city in implementation of the housing element.
3. The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal.

EFFECTIVENESS

According to the Department of Housing and Community Development, this part of the review involves a comparison of the actual results of the 1988 Housing Element with its goals, objectives, policies and programs. The results should be quantified where possible but may be qualitative where necessary. The 1988 Housing Element did not identify quantifiable goals and specific programs, but did contain housing policies.

1988 CITY OF FILLMORE HOUSING ELEMENT

Several policies were stated which provided planning guidance during the past three years. These statements and related effectiveness are listed on the following page.

Goal/Policy	Effectiveness
1. A balance between new housing developments and new employment opportunities shall be established.	New development has been very limited since 1988; jobs/housing balance has not been quantified.
2. Land use decisions shall discourage land speculation that limits supply of developable sites.	Implemented through permit requirements in residential zones.
3. New projects shall be evaluated for their impact upon the City's fiscal condition.	Implemented through Development Impact Fees.
4. Publicly owned lands shall be identified for potential housing development.	Accomplished; site purchased by City.
5. Siting and design practices which preserve the long-term housing quality, ensure long-term energy efficiency, increase security and reduce potential for crime shall be encouraged.	Implemented through Planned Development Permit and Staff Review Committee procedures.
6. Assistance programs for low-income households shall be continued.	Policy implemented; Section 8 and home rehabilitation.
7. A density bonus (DB) program for affordable units shall be developed.	DB ordinance to be approved in 1992.
8. Permit procedures shall be reviewed to speed processing.	On-going policy implemented by Policy and Administrative Procedures manual.
9. Use of solar energy systems shall be encouraged.	On-going policy; all new tracts meet State requirements.
10. Landscape standards which ensure long term energy and water efficiency shall be promoted.	On-going policy; 10% voluntary reduction in water usage, landscape guidelines in preparation.
11. Programs for the construction and rehabilitation of low- and middle-income housing shall, where appropriate, be encouraged.	On-going; home rehabilitation program; 25 homes rehabilitated utilizing 20% set-aside funds.
12. Conversion of rental units to ownership shall be evaluated for impacts on current tenants and the City's rental market.	Conversion Ordinance to be prepared in 1992.
13. Housing opportunities shall be promoted to all residents regardless of age, race, sex, marital status, ethnic background, income or other arbitrary factors, consistent with the expected housing needs of the residents of Fillmore.	Part of countywide fair housing impediment analysis; in process.
14. CC & R's and homeowner's associations shall be encouraged to maintain the quality and condition of housing stock.	Implemented through the planning permit process and code enforcement.

PROGRESS IN IMPLEMENTATION

Housing Conservation and Improvement

During the past three years, the City has continued implementation of three major actions to conserve and improve the condition of existing housing: 1) Mobile Home Rent Review Commission; 2) Section 8 rental housing assistance which is accomplished on a cooperative basis with the Areawide Housing Authority; and 3) Housing Rehabilitation Program supported by 20% set-aside funds. The role of the Rent Review Commission is to assist in the continued affordability of the City's mobile home supply. The Commission has not met since 1986. Although no complaints have been made during this time, a mechanism is in place to resolve problems should they occur. The City's very low income renter households are financially assisted through the resources of the Section 8 rental housing payment programs. This program reduces housing costs to 30% of monthly income on behalf of very low income households residing in Fillmore.

A third program action is the Housing Rehabilitation Program (HRP). This program offers several financial approaches -- grants and interest subsidies -- on a deferred loan basis primarily. The HRP has been funded in the amount of $375,000 for FY 1989-1990 through the Redevelopment Agency's 20% set-aside funds. As of March 1992, twenty-five applications have been funded and another six are in process. The recipients of the program have had the following income distribution: very-low, 39%; low, 42%; and moderate, 19%. A second allocation of $300,000 was made to support the services of this program for FY 1990-1991 and $150,000 for FY 1991-1992.

All of the housing conservation and improvement action programs will be continued in the future. A housing replacement program was warranted in the three target service neighborhoods because some housing is too severely deteriorated to rehabilitate. In these circumstances, a replacement approach is needed since rehabilitation is either too costly or infeasible. The Redevelopment Agency approved a replacement program in February 1991.

Affordable Housing Development

Residential construction in Fillmore has not been extensive since adoption of the current Housing Element. Actions by the City to contribute to the development of affordable housing have included the acquisition of a four-acre parcel. The 20% set-aside funds were used to acquire land for an affordable housing development consistent with the community redevelopment law.

New Housing Production

Since adoption of the 1988 Housing Element, 205 new housing units have been constructed, as reported by the Community Development Department: 133 single-family and 72 multi-family. According to the Community Development Department, there are 590 proposed residential units for the City as listed below:

- √ 493 single-family housing units
- √ 97 multi-family housing units

APPROPRIATENESS

The City's current Housing Element was recently adopted in 1989 and action programs have been implemented for only a short time. Actions will need to be continued for housing conservation, improvement, production and the development of affordable housing. Immediate attention was given to the establishment of a housing replacement program and a "specific plan" is needed to guide the development of affordable housing on the four-acre parcel recently acquired by the Redevelopment Agency.

INTRODUCTION

According to Article 10.6 of the Government Code, a community housing element must include:

(1) Analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels. These existing and projected needs shall include the locality's share of the regional housing need in accordance with Section 65584.

(2) Analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition.

(3) An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

(4) Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.

(5) Analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.

(6) Analysis of any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter.

(7) Analysis of opportunities for energy conservation with respect to residential development.

(8) An assessment of existing assisted housing development that are eligible to change to non-low income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of use contracts.

Section 3 presents information on items #1, 2, 6, and 8. The balance of these factors are included in the analysis contained in Section 4.

EXISTING HOUSING STOCK

Major Residential Areas

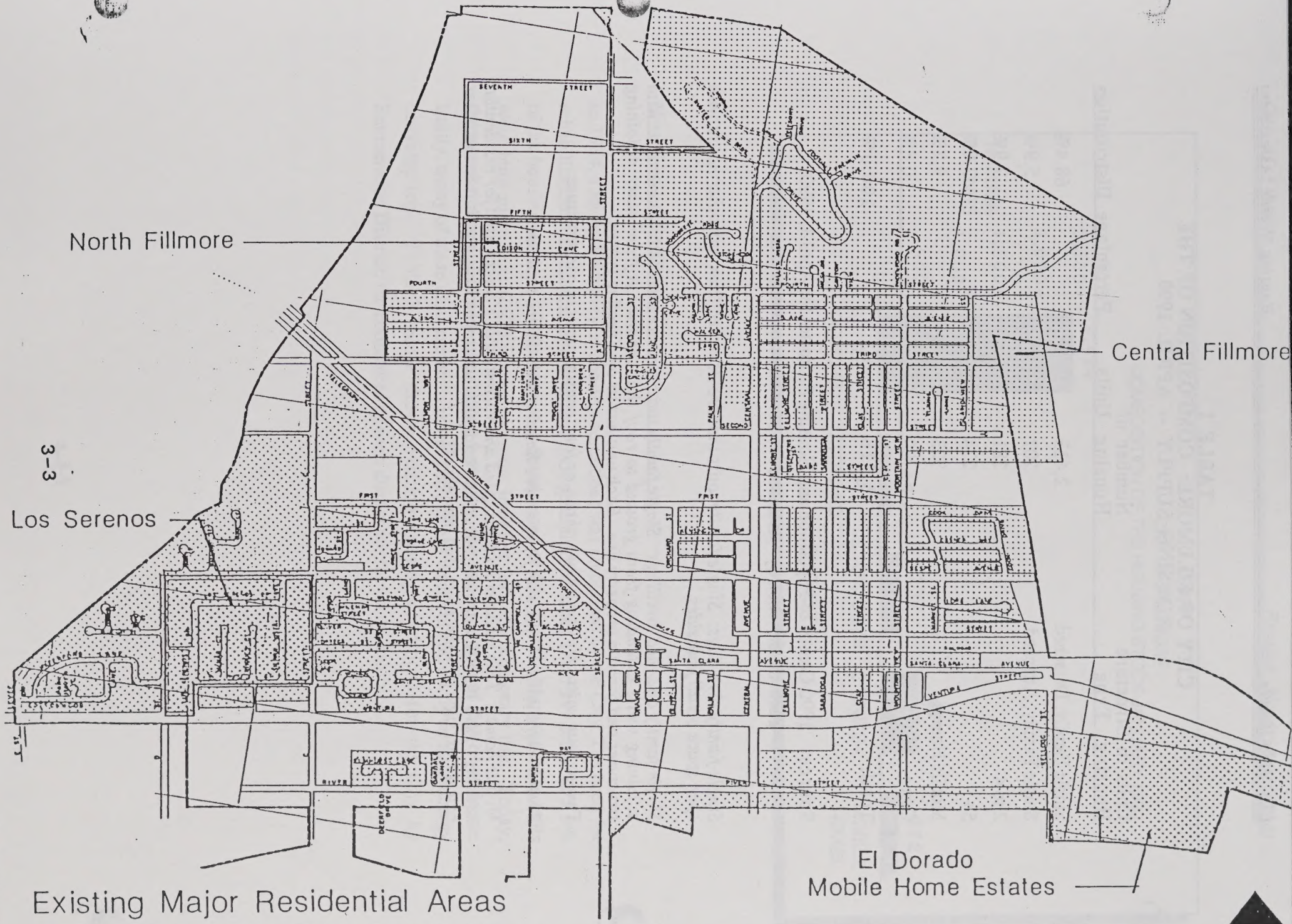
The City's housing stock is comprised primarily of single family homes. The City's major residential areas are designated by the Land Use Element of the General Plan. Among the distinct areas or neighborhoods are the following:

- Central Fillmore - the original City core contains a mixture of single-family, duplex and multi-family units which range in age, size, condition and density.
- North Fillmore - an old County subdivision now contained within the City includes a high percentage of deteriorated units. Several, more recent housing developments, surround the old tract.
- Los Serenos Area - the southwestern section of the City includes the original Los Serenos subdivision and subsequent residential developments.
- El Dorado Mobile Home Estates - a modern and self-contained mobile home park at the southeast corner of the City.

Hillside development at less than one unit per acre is also found in the City, but represents less than one percent of all housing. Overall density City-wide is 5.93 dwelling units per acre. Fillmore's existing major residential areas are delineated on Exhibit 3.

Housing Inventory

As shown on Table 1 and Chart 1, there are an estimated 3,528 housing units in Fillmore's inventory. Almost seven of every 10 units are detached single family homes. About one in seven units are located in multi-family structures of 5+ units.



Existing Major Residential Areas
FILLMORE HOUSING ELEMENT

EXHIBIT 3

TABLE 1
CITY OF FILLMORE: COMPOSITION OF THE HOUSING SUPPLY -- APRIL 1990

Units in Structure Housing Type	Number of Housing Units	Percentage Distribution
Single Family, Detached	2,413	68.4%
Single Family, Attached	207	5.9%
2 to 4	281	7.9%
5+	274	7.8%
Mobile Homes	323	9.2%
Other	30	0.8%
Total:	**3,528**	**100.0%**

Source: 1990 Census of Population and Housing Estimates for April 1, 1990.
Table construction by Castañeda & Associates

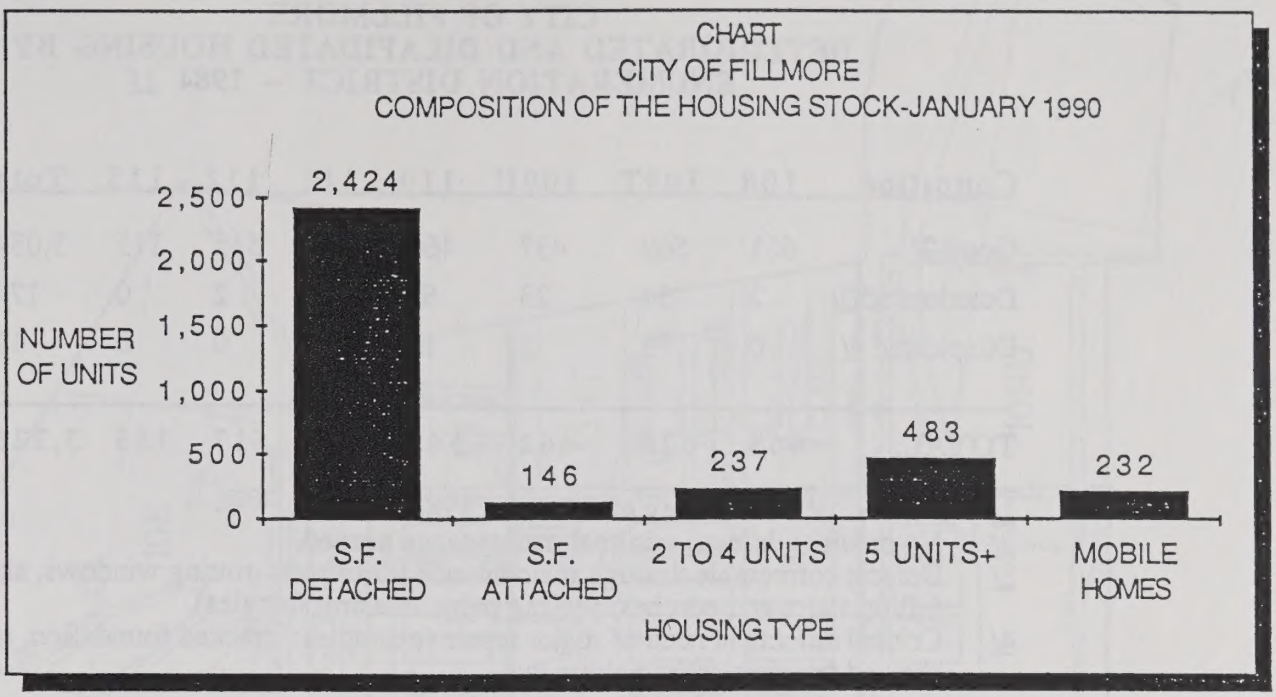
Single-family dwellings: Single family units that are detached from any other house with open space on all four sides.

Single-family attached dwellings: Single family units that are attached to other units with adjoining walls extending from ground to roof that separate it from other adjoining structures and forms a property line. Each unit has its own heating system.

Two-to-four units: Units with two, three, or four housing units in one structure.

Five-or-more units: Units with five or more housing units in one structure.

Mobile homes: This includes both occupied and vacant mobile homes used for residential housing. Also included are any occupied residential units which do not fit into the other categories, such as vans, tents, and houseboats.



Housing Condition

In 1984, a lot-by-lot survey of housing conditions was completed by the City. The need for rehabilitation and replacement programs is of special importance since 191 units, or 5.9% of the housing stock, in 1984 were either deteriorated or dilapidated. Many of these units were built more than 60-70 years ago, some intended for only temporary use. Today, these units continue to serve as shelter; however, they do so at risk of fire or collapse. Lastly, many of these units are not weatherized and are wasteful and costly in their energy consumption. Table 2 below shows existing housing conditions for the City by Enumeration District; the boundaries of each district are shown on Exhibit 4.

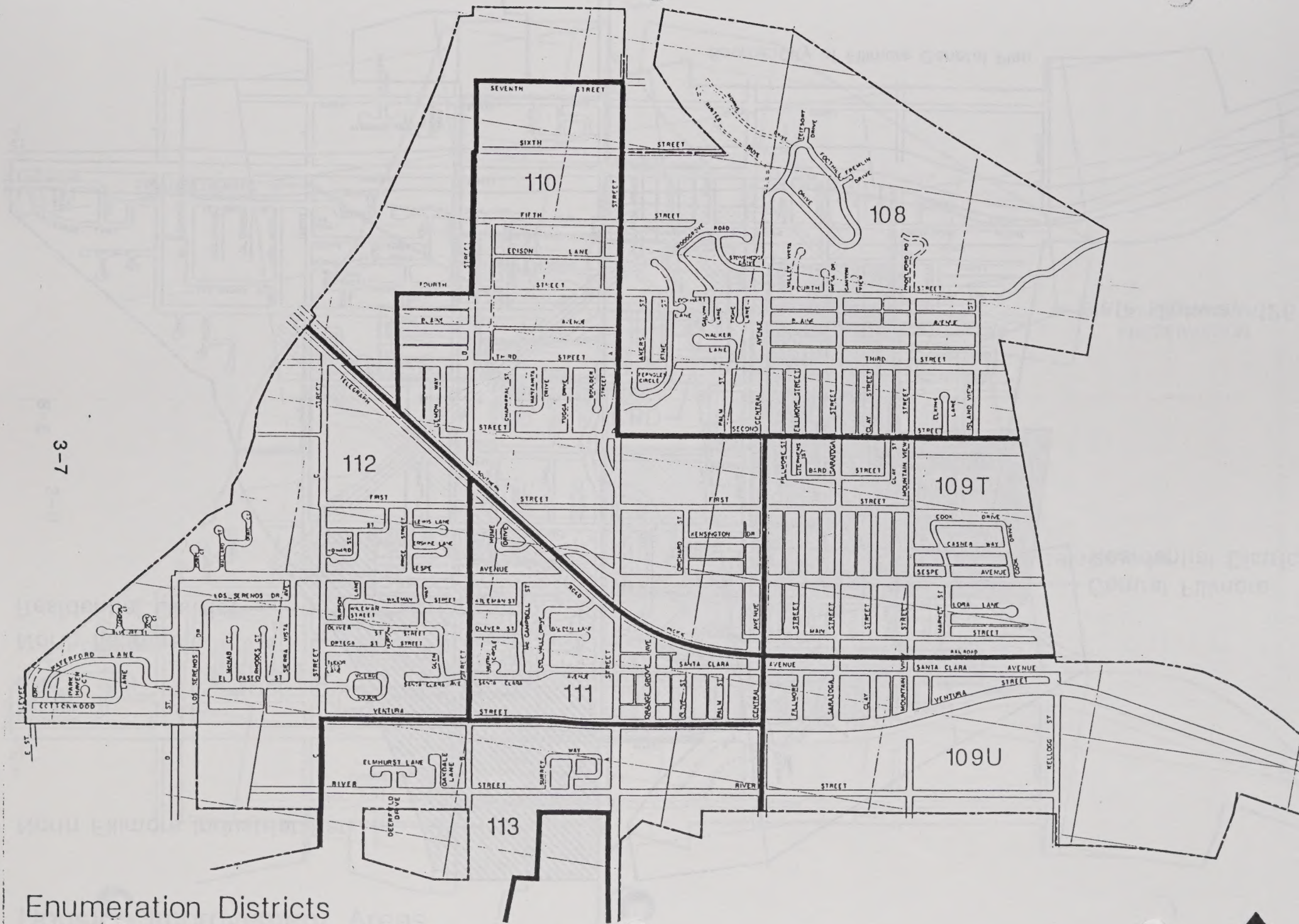
TABLE 2
CITY OF FILLMORE
DETERIORATED AND DILAPIDATED HOUSING BY
ENUMERATION DISTRICT -- 1984 1/

Condition	108	109T	109U	110	111	112	113	Total	Percent Units
Good 2/	661	569	437	466	271	515	115	3,034	94.1%
Deteriorated 3/	2	54	23	65	28	2	0	174	5.4%
Dilapidated 4/	0	3	2	12	0	0	0	17	0.5%
TOTAL:	663	626	462	543	299	517	115	3,225	100.0%

1/ Source: Visual Survey of Fillmore, 1984.
2/ No or slight defects, minimal maintenance needed.
3/ Defects correctable through maintenance (examples: rotting windows, skewed doors, falling stairs and porches, peeling paint, missing shingles).
4/ Critical defects in need of major repair (examples: cracked foundation, sagging roof, skewed framing, falling chimney).

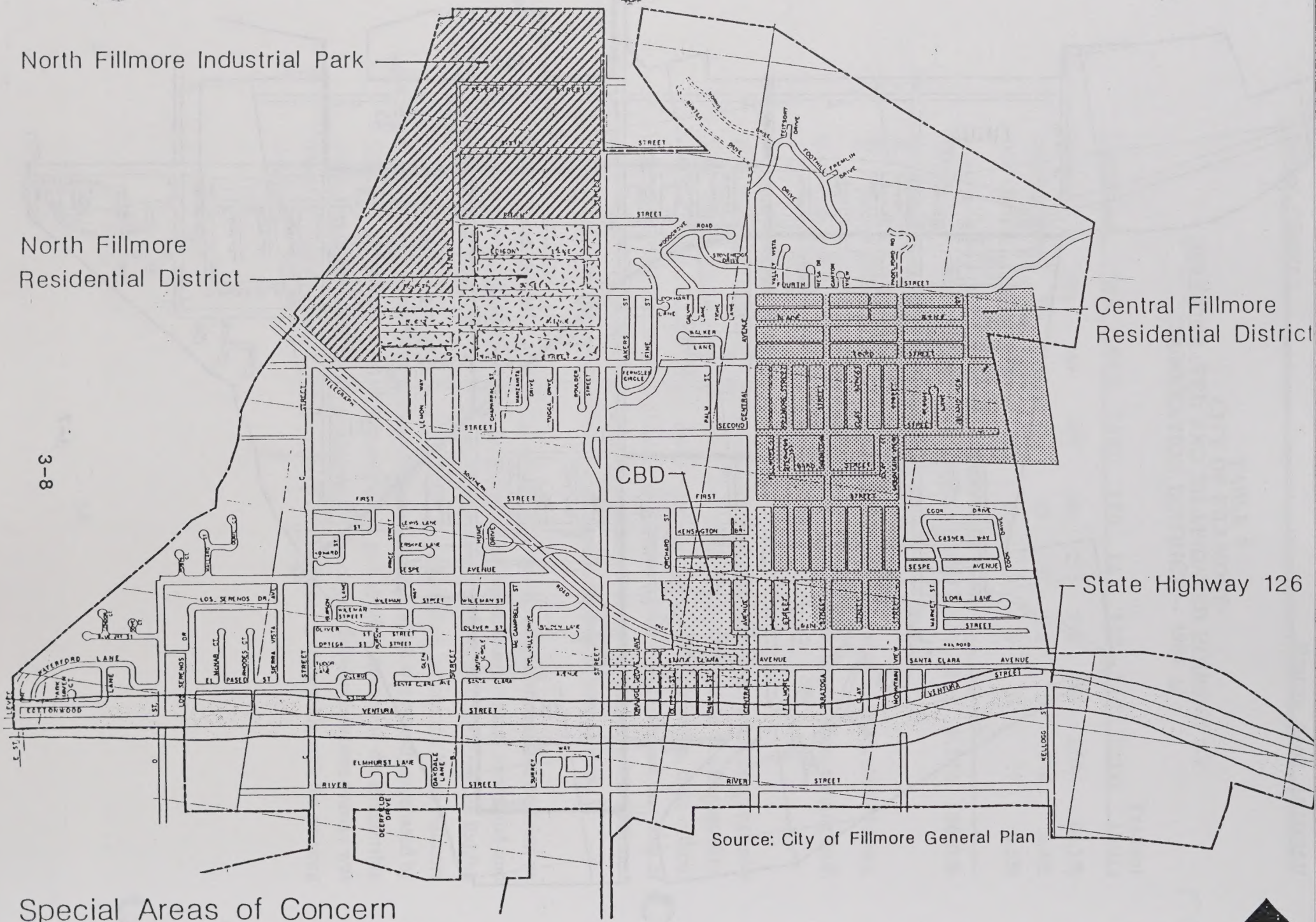
Since the exterior physical survey was completed seven years ago, some dwelling units have been repaired and rehabilitated and others have declined in housing quality. Additionally, this survey did not identify units of single wall construction, built without foundations. The Ventura County Areawide Housing Authority has estimated that 50% of the units in North Fillmore are without foundations. For planning purposes, it is estimated that as of 1991 there are about 200 deteriorated and 20 dilapidated housing units.

The City's special areas of concern, including residential neighborhoods, are depicted on Exhibit 5. Two significant housing improvement areas -- transitional residential and conservation/preservation overlays as identified in the General Plan -- are shown on Exhibit 6. The transitional residential (TR) overlay areas identified include the North Fillmore neighborhood and the Southern Pacific railroad property, which was recently purchased by the City. The purpose of the TR overlay is to give special attention to the relationship between existing units and new development. The conservation/preservation overlay was identified to ensure and encourage new development to be compatible with the existing structures.



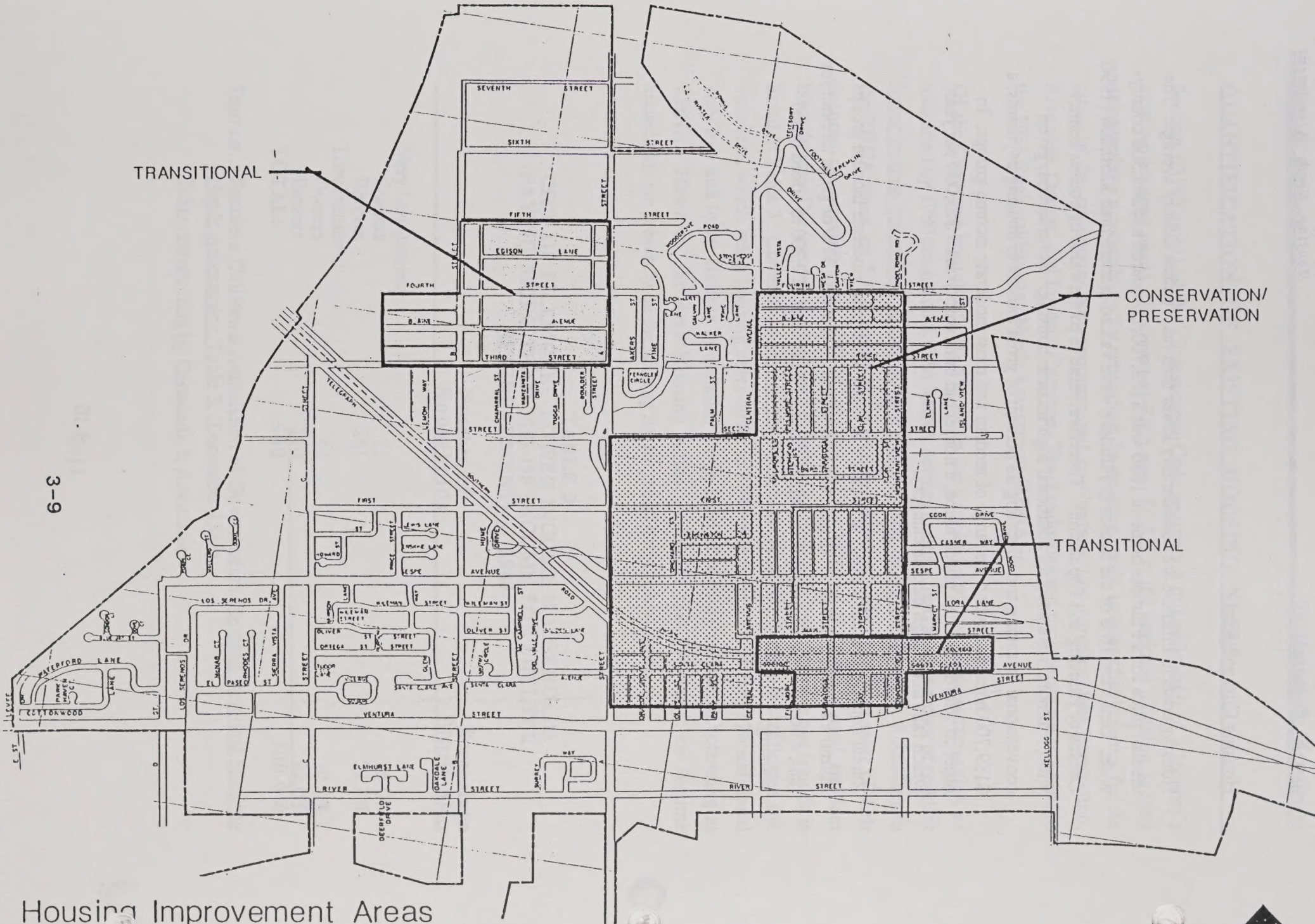
Enumeration Districts
FILLMORE HOUSING ELEMENT

EXHIBIT 4 NORTH



Special Areas of Concern
FILLMORE HOUSING ELEMENT

EXHIBIT 5 NORTH



Housing Improvement Areas
FILLMORE HOUSING ELEMENT

EXHIBIT 6

NORTH

Housing Cost and Rent

Housing costs in Fillmore are considerably lower than the Ventura County average. The median price for a Fillmore home in 1990 was $189,700, compared to $245,300 county-wide. Less than 16% of the houses in Fillmore were valued at more than $250,000 (1990 Census of Housing and Population). Therefore, relative to the value of houses county-wide, Fillmore has a need for additional high income housing. Nevertheless, given conventional financing and allocating 33 percent of gross income to housing payments, a $189,700 home is beyond the range of median and most moderate income groups. In order to afford a median priced home, a household must earn at least $63,000 per year, which falls in the high income category.

Rental housing is often the only alternative to many lower and moderate income groups. Fillmore's median rent in 1990 was $561 per month. Allowing 33% of gross income for rent, a houshold would require a minimum annual income of $20,200 to afford rental housing.

QUANTIFICATION OF EXISTING HOUSING NEEDS

Section 65583 (a)(1) of the Government Code requires a quantification of a locality's existing housing needs. Pursuant to State law, SCAG is the regional planning agency delegated the responsibility for estimating the existing needs, in quantifiable terms, for the cities in the six county area encompassed by Ventura, Los Angeles, San Bernardino, Riverside, Orange, and Imperial Counties. These estimates and projections are included in the 1988 Regional Housing Needs Assessment (RHNA).

Of the City total households, 51.5% are in the very low and low income categories, as identified by 1980 census data. The RHNA defines existing need as the number of resident lower income households paying 30% or more of their income for housing. According to the RHNA, there are 500 Fillmore lower income households paying 30% or more of their income on housing costs. This number equals 15% of Fillmore's total resident households. The income and tenure distribution of these 500 lower income households is listed in Table 3. Currently, there are 324 households receiving Section 8 certificates and vouchers, which bring housing costs down to 30% of income. Therefore, 176 additional very low and lower income households are in need of housing assistance according to RHNA. However, the Area Housing Authority reports that 988 very low income households are presently on the waiting list for rental housing assistance.

TABLE 3
CITY OF FILLMORE: LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER (OVERPAYMENT) -- 1988

	Number of Households	Percentage Distribution
Very Low Income		
Owners	75	15.0%
Renters	261	52.2%
Low Income		
Owners	54	10.8%
Renters	110	22.0%
TOTAL:	500	100.0%

Source: Southern California Association of Governments, Revised Regional Housing Needs Assessment, Table 5, (December 1988).

Table construction by Castañeda & Associates

SPECIAL NEEDS ASSESSMENT

Fillmore's Housing Element must include:

> "Analysis of any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, families with female heads of household, and families and persons in need of emergency shelter."

Handicapped Persons

Disabled persons have special housing needs, including requiring close proximity to retail and commercial services and to their workplaces. Fillmore had 480 disabled persons with a work disability between the ages of 16 and 64 years in 1980. Based on population growth between 1980-1989, the current estimate of disabled persons is 562.

Representing five percent of the total population (one in twenty) and 8.6 percent of the 16-64 age group, the disabled made up a somewhat larger share of Fillmore's citizens than the County average (7.6% of 16-64 year olds). Similarly, in 1980, the City had a greater share of persons over 65 with a public transportation disability, 20.5% versus 14.3% county-wide.

TABLE 4
CITY OF FILLMORE
PERSONS WITH WORK AND TRANSPORTATION DISABILITIES-1980

	Fillmore		Ventura County	
Disability	Actual	Percent	Actual	Percent
Non-Institutionalized Persons Aged 16-64	5,595	100.0%	338,986	100.0%
√ With a work disability	480	8.6%	25,803	7.6%
√ Prevented from working	274	4.9%	11,746	3.5%
Persons over 65	1,218	100.0%	41,366	100.0%
√ With public transportation disability	250	20.5%	5,904	14.3%

Source: 1980 Census of Population and Housing

Stairs, curbs and narrow doorways are easily traversed with little notice by most persons; however, they can become major obstacles to many handicapped persons. While there are many ways in which people are handicapped, this section will deal with persons who are accessibility handicapped.

Ramps, lowered sinks, grip bars, wider doorways, etc. are measures that can be taken to make self-sufficiency in the home possible for handicapped persons. Curb cuts and elevators in apartment buildings assist persons with walkers, crutches and wheelchairs to gain accessibility to their living units as well as the street level. A variety of housing, including size, tenure and configuration, should be made available to accessibility handicapped persons to broaden their choice of life style.

Female Heads of Household

The housing needs of single-parent households have increased in recent years. The most significant portion of this group is the female-headed households. In 1980, the City had 255 female-headed households, including 170 female-headed households with one or more children, accounting for 6.6% and 5.6% of the City's total households, respectively according to census data.

Data on this socio-economic characteristic are available from recently published 1990 Census information. Of the City's total households (3,400), 740 or 21.8% were headed by a female. The distribution of these households is listed below:

		Total	Percentage of Total Households
√	1 person female householder	351	10.3%
√	2+ person family female householder	359	10.6%
	with related children: 243		
	with no related children: 116		
√	Nonfamily female householder	30	.9%
		740	21.8%

Based on the same percentage of poverty level female-headed households in 1980, it is estimated that there were 178 female-headed households below poverty level in April,

1990. Alternative types of housing and special services, including day care, need to be addressed when considering assistance for female-headed households. At this time, female-headed households are assisted through the Section 8 rental assistance program.

Tables 5 provides 1980 Census data on female-headed households, elderly and large families. Table 6 contains more details on the income characteristics of female-headed households.

TABLE 5
CITY OF FILLMORE
HOUSEHOLDS WITH SPECIAL NEEDS BY
ENUMERATION DISTRICT -- 1980 1/

Condition	108	109T	109U	110	111	112	113	Total	Percent Households
Female Head Families 2/									
√ Above poverty level	7	15	7	22	34	34	0	119	4.9%
√ Below poverty level	12	8	6	13	0	12	0	51	2.1%
Elderly 3/	165	183	270	97	21	51	0	787	26.4%
Large Families	112	68	8	153	84	149	0	574	19.2%
TOTAL:	296	274	291	285	139	246	0	1,531	51.3%

1/ Source: U.S. Bureau of the Census, 1980.
2/ Households with children.
3/ Households of persons over age 65.

TABLE 6
CITY OF FILLMORE
CHARACTERISTICS OF FEMALE HEADS OF HOUSEHOLD -- 1980

Households/ Families	Fillmore Total Actual	Fillmore Total % of Total	Above Poverty Level Actual	Above Poverty Level % of Total	Below Poverty Level Actual	Below Poverty Level % of Total
Total Households	2,986	100.0%				
Total Female-Headed Households	255	8.5%	193	75.7%	62	24.3%
Total Families	2,406	100.0%	2,143	89.1%	263	10.9%
Total Female-Headed Families	170	7.1%	119	70.0%	51	30.0%

Source: 1980 Census of Population and Housing.

Elderly Households

Of the City's 2,986 households reported by 1980 census data, 800 or 26.8% were headed by elderly persons (over 65 years). Compared to a county-wide average of 14.9%, the elderly are a significant housing group in Fillmore. Furthermore, more elderly persons below the poverty level existed in Fillmore (6.9%) in 1980 than county-wide (5.8%).

The State Department of Finance estimates the City's population to be 12,098 as of January 1991. According to the 1990 Census, 24.2% of the City's households are 65 years of age or older. About 79.5% of all senior households are homeowners (see Table 7 below). It is assumed that most of the senior homeowners do not experience financial assistance needs to make payments if they still have a mortgage. Some seniors may need assistance to be financially capable of rehabilitating their homes. Senior renters in the City would experience rental assistance needs, however. In this context, it may be appropriate for the City to encourage forms of rental assistance in addition to the Section 8 program.

TABLE 7
CITY OF FILLMORE
AGE OF HOUSEHOLDER BY TENURE — 1990

Age of Householder	Owner Occupied	Renter Occupied	Total Households	Percentage Distribution
15 to 24	20	127	147	4.3%
25 to 34	293	439	732	21.5%
35 to 44	468	307	775	22.8%
45 to 54	340	162	502	14.8%
55 to 64	337	86	423	12.4%
65 to 74	328	89	417	12.3%
75 years +	325	79	404	11.9%
Total:	2,111	1,289	3,400	100.0%

Source: 1990 Census of Population and Housing.
Table construction by Castañeda & Associates.

Large Families

The need for affordable, multi-bedroom housing units is especially strong among large families. The demands on income for food, clothing, transportation and health care place limits on the amount of income available to purchase housing. Fillmore had 574 households in 1980 with five persons or more, representing 19.2% of all households. Large families represented 16.4% of all families in Ventura County. In Fillmore, the greatest number of large families are located in the western half of the City (E.D.'s 110, 111 and 112).

As reported in census data for 1990, Fillmore had 3,400 total households, of which 880 were large households, accounting for 25.9% of the City's total households. The number of large households has increased over the decade. Large households experienced a need for more space at affordable housing costs. This particular need is experienced by large family renter households. About 37.9% of all large family households resided in renter-occupied dwellings as of April 1990.

TABLE 8
CITY OF FILLMORE
HOUSEHOLD SIZE DISTRIBUTION — 1990

Household Size	Owner Occupied	Renter Occupied	Total Households	Percentage Distribution
1	333	200	533	15.7%
2	644	214	858	25.2%
3	319	227	546	16.1%
4	334	249	583	17.1%
5+	481	399	880	25.9%
Total:	2,111	1,289	3,400	100.0%

Source: 1990 Census of Population and Housing.
Table construction by Castañeda & Associates.

Overcrowding

According to both State and Federal standards, more than one person per room (excluding bathrooms and halls) creates an overcrowded condition. More than one and one half persons per room means severe overcrowding. In 1980 Fillmore had 455 housing units considered to be overcrowded (1.01 or more persons per room) and 233 with 1.51 or more persons per room (considered to be severely overcrowded). By 1990, the number of overcrowded households had increased to 776, which is 23% of the total households. Approximately 13% of the households in Fillmore were considered severely overcrowded. The majority of overcrowded households reside in renter-occupied units. Overcrowding may be an indication of homelessness when several households must live in one unit to share expenses. Transitional housing, which includes social services such as day care and financial counseling, may be needed to assist families in overcrowded situations to obtain suitable housing.

TABLE 9
CITY OF FILLMORE
OVERCROWDED HOUSING UNITS BY TENURE -- 1990

Number of Persons Per Room	Owner Occupied	Renter Occupied	Total Households	Percentage Distribution
1.01 to 1.50	165	176	341	44.0%
1.51 to 2.00	78	134	212	27.3%
2.01 or more	74	149	223	28.7%
Total:	317	459	776	100.0%

Source: 1990 Census of Population and Housing.
Table construction by Castañeda & Associates.

Farmworkers

Farmworkers living in Fillmore comprised 19.3% of all workers in 1980, over three times the County average of 6.1%. Low annual income and seasonal employment combine to make low-cost housing a necessity. In 1980, 132 farmworkers were housed in company-supplied dormitories. When company-supplied housing is designed to accommodate single men only, their families must often occupy substandard, crowded or unsafe shelters. Most of the farmworkers are not seasonal workers and live in Fillmore with their families year-round. The farmworker population (not including those living in labor camps) is assisted through the Section 8 rental assistance program.

Persons and Families in Need of Emergency Shelter

The local office of the County Sheriff's Department and several service providers were contacted to determine an estimate of the number of homeless persons residing in Fillmore. Nancy Nazzario, County Homeless Ombudsman and Coordinator of the Ventura County Homeless Coalition, indicated that her agency did not have data regarding Fillmore. In the spring of 1990, a Homeless Enumeration Study was conducted in Ventura County. This non-funded study relied on the cooperation of non-profit agencies to collect data during a two week period. Unfortunately, the one non-profit agency in Fillmore did not participate in the study. Two homeless families from Fillmore were reported by an agency outside the city.

Fillmore Volunteer Services, Inc., a local non-profit organization, provides food and services to the homeless. This organization provides motel vouchers to homeless persons (males, females, and families) for a maximum of two nights. The program is utilized mainly by families and serves approximately one to two families per month. Ramona Goldson of Fillmore Volunteer Services, Inc. estimates that possibly 15-20 homeless persons live by the creekbed in a one month time period (less than one person per day).

Motel vouchers obtained from the Red Cross and from the Salvation Army are issued to families by the Sheriff's Department substation in Fillmore. Cathy Ramsdale of the Salvation Army reported that 34 families(74 persons) were assisted by Salvation Army vouchers in Fillmore in 1991. Lt. Purnell of the Ventura County Sheriff's Department indicated that homeless persons are known to camp by the creekbed. He estimated approximately five to six homeless persons can be found there at any given time. These are generally transient single men passing through Fillmore and they do not request shelter facilities. Frequently, these homeless persons are illegal aliens.

The Zoe Christian Center in Oxnard, the County's largest shelter provider, was also contacted. An intake worker indicated that information was not readily available regarding the number of clients from the Fillmore area.

Because of the lack of data identifying a significant number of homeless persons in the City of Fillmore, it has been determined that the City does not have a need for a homeless shelter at this time.

Assisted Housing At Risk

Section 65583(c)(4) states that a housing program shall describe actions to "*Conserve and improve the condition of the existing affordable housing stock*". This requirement refers to conserving the affordability of existing standard housing and improving the structural quality of the stock. In addition, a recent amendment to housing element law (Chapter 1451, Statutes of 1989) requires all housing elements to include, by January 1, 1992, additional needs analyses and programs to address the potential conversion of assisted housing developments to non-low-income housing uses during the next ten year period. Assisted housing developments are defined to include any multi-family rental housing assisted under any of the following programs:

1. *Federal:* Section 8, 213,221(d)(3), 236,202, and 101; CDBG and FmHA Section 515.
2. *State:* Multi-family revenue bond.
3. *Local:* Multi-family revenue bond, redevelopment, in-lieu inclusionary, and density bonus programs.

In Fillmore there are no federally subsidized low-income rental units at risk of conversion to market rate housing. Data for this conclusion was drawn from: The California Housing Partnership Corporation and The California Coalition of Rural Housing Project, Report on Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, March 1, 1990. Technical Appendix B contains the checklist for determining whether there are assisted units at risk of conversion to non-low income uses.

POPULATION AND EMPLOYMENT CHARACTERISTICS

Population

Total Population

Between April 1980 and January 1991, the population of Fillmore increased from 9,602 to 12,098. Concurrently, the housing stock had a net positive change of 489 dwelling units. Table 10 summarizes the data on population change in the City during the 1980-1991 time span.

TABLE 10
CITY OF FILLMORE: TOTAL POPULATION -- 1980-1991

Year	Total Population
1980	9,602
1981	9,681
1982	9,821
1983	10,054
1984	10,268
1985	10,323
1986	10,714
1987	10,972
1988	11,048
1989	11,254
1990	11,431
1991	12,098

Source: State Department of Finance, Demographic Research Unit, "Population and Housing Unit Estimates", 1980-1991, as of January 1 each year; April 1st 1980.

Table construction by Castañeda & Associates.

Group Quarters

In 1980, Fillmore had 246 residents in groups quarters, about 2.6% of all residents. More than half (132 or 1.4%) were farmworkers, housed in company-supplied dormitories. Another 87, or one percent were residents of senior housing. Table 11 reports on the characteristics of the group quarters population. At this time, the city is not aware of any significant unmet needs for elderly and farmworker housing.

TABLE 11
CITY OF FILLMORE

	Residents in Group Quarters			
	Fillmore		Ventura County	
Disability	Actual	Percent	Actual	Percent
Home for Aged	87	0.9%	2,471	0.5%
College Dormitory	27	0.3%	1,096	0.2%
Other (including Farmworkers)	132	1.4%	5,333	1.0%
TOTAL:	246	2.6%	8,900	1.7%

Source: 1980 Census of Housing and Population

Employment

The City's employment base includes about 2,000 jobs as indicated in Table 12. Significant sectors of Fillmore's economic base includes retail trade, manufacturing and services. The current job total indicates that employment within the City is not a major stimulus to housing demand because the current job market can be accomodated by the existing housing supply. In the future, it is anticipated that new residential development will stimulate the job market to increase the availability of local employment.

TABLE 12
CITY OF FILLMORE
EMPLOYMENT IN THE CITY -- 1987

Business by Major Industry	Employment
Agriculture	196
Mining	48
Construction	136
Manufacturing	348
Transportation/Utilities	75
Wholesale Trade	264
Retail Trade	456
Finance/Insurance/Real Estate	62
Services	259
Unclassified	81
TOTAL:	1,926

Source: July 1, 1987, estimates prepared by Urban Decision Systems, based on Census ZIP Business Patterns, 1985.

Insights on the effective rent paying or purchasing ability of residents is partially available by examining labor force trends. Table 13 summarizes 1970-1980 labor force trends by occupation. During that decade white collar workers increased by almost 68% while blue collar workers increased by 61%. The number of blue collar workers did outnumber white collar workers by nearly a 2:1 ratio. Interestingly, "farm worker" increased from 275 to 757 workers between 1970 and 1980. Data from the 1990 Census on the current labor force characteristics will not be available until 1993.

In conclusion, because of the greater increase in the "white collar" labor force, there is a greater need for more higher income housing. Also, because of the significant increase in the farmworker labor force, there is a need for very low income housing.

TABLE 13
CITY OF FILLMORE
LABOR FORCE TRENDS BY OCCUPATION -- 1970 TO 1980

Occupation	Employment (Actual) 1/ 1970	1980	1970 to 1980 Percent Change
Professional/Technical	301	357	18.6%
Managerial/Proprietorial	121	284	134.7%
Clerical	208	363	74.5%
Sales	127	265	108.7%
WHITE COLLAR	757	1,268	67.5%
Crafts	344	536	55.8%
Operatives	713	580	18.6%
Service	224	552	146.4%
Laborer	103	238	131.1%
Farm Worker	275	757	175.3%
BLUE COLLAR	1,659	2,663	60.5%

1/ U.S. Bureau of the Census, 1970, 1980.

PROJECTED NEEDS AND SHARE OF REGIONAL HOUSING NEED

Article 10.6 Requirements

Under Section 65584 (a), regional planning agencies are responsible for determining projected housing needs for all income levels. The projected housing needs must take into consideration the following factors:

- Market demand for housing
- Employment opportunities
- Availability of suitable sites
- Availability of public facilities
- Commuting patterns
- Type and tenure of housing needs
- Housing needs of farm workers

In addition, the distribution of housing need, pursuant to the state housing element law, must seek to avoid further "impaction" of jurisdictions with relatively high proportions of lower income households.

State legislation describes the content requirements of local housing elements. According to the State housing element legislation, ". . . a locality's share of the regional housing needs includes that share of the housing needs of persons at all income levels within the area significantly affected by a jurisdiction's general plan." (Section 65584 (a)). In addition, according to that same section, "Each locality's share shall be determined by the appropriate councils of government consistent with the criteria " set forth by the State Department of Housing and Community Development. In the case of Fillmore, this appropriate council is SCAG.

Southern California Association of Governments (SCAG) Criteria

Definition of Need

"Future Need" is defined as number of additional housing units by income level that will have to be added to each jurisdictions' housing stock from July 1, 1989, to June 30, 1994 in order to:

- Accommodate household growth;
- Compensate for demolitions and other inventory losses;

- Achieve a 1994 vacancy rate that will allow the market to operate efficiently.

Definition of Income Groups

Four income levels are identified in State law that must be considered in the Future Need calculations. State law defines these income levels based on percentages of the County median income:

Income Groups	Percent of Median Income
• Very Low	< 50%
• Low	50% to 80%
• Moderate	81% to 120%
• Above Moderate	120% +

Income Limits

The annual incomes for each income level are defined annually by the State Department of Housing and Community Development. The incomes vary according to household size, gradually increasing by the number of persons in the household. Table 14 reports the Ventura County income limits for the four income groups by household size (one to four persons).

TABLE 14
VENTURA COUNTY: 1990 INCOME LIMITS BY HOUSEHOLD SIZE

Income Group	Household Size 1	2	3	4
Very Low	$16,950	$19,350	$21,800	$24,200
Low	$26,600	$30,400	$34,200	$38,000
Moderate	$40,650	$46,500	$52,300	$58,100

Source: Department of Housing and Community Development, Division of Housing Policy Development, "New Income Limits", (April, 1991).

Avoidance of Impaction

The State housing law requires that in allocating future housing need by income level further "impaction," or concentration of lower income households, be avoided. Cities with a percentage of lower income households higher than the regional average are called "impacted" jurisdictions. The 1988 RHNA deals with the "avoidance of impaction" criteria by allocating reduced percentages of lower income and increased percentages of middle and upper income units to impacted jurisdictions, while reversing the allocation to non-impacted cities.

According to SCAG's assessment of existing needs, an estimated 51.5% of all the City's households are in the lower income category (<80% of the Ventura County median income). By comparison, on a countywide basis, about 38% of the households are in the lower income category. The regional lower income average is 42%. Thus, Fillmore is impacted as defined in the State law. (As shown in Table 15, about 34% of the projected need is for very low and low income housing units.)

Future Housing Needs

According to SCAG, the City's projected need for new construction between mid-year 1989 and 1994 is 339 housing units. The most significant contribution to new housing need is household growth. Table 15 provides information on the magnitude of Fillmore's future housing needs while Table 16 indicates the factors contributing to new construction needs.

As noted on page 2-4, there is presently a total of 590 housing units proposed; the affordability of these units is estimated below:

Income Level	Number of Units	%
Very Low	1 unit — rental	<1%
Low	96 units — rental	16%
Moderate	4 units — for sale	<1%
High	489 units — for sale	82%

TABLE 15
CITY OF FILLMORE: FUTURE HOUSING NEEDS
BY INCOME CATEGORY -- 1989-1994

Income Category	Number of Housing Units	Percentage Distribution
Very Low	45	13.3%
Low	71	20.9%
Moderate	91	26.8%
High	132	39.0%
TOTAL:	339	100.0%

Source: Southern California Association of Governments, Revised Regional Housing Needs Assessment, Table 11, (December 1988).
Table construction by Castañeda & Associates

TABLE 16
CITY OF FILLMORE: FUTURE HOUSING NEEDS FACTORS

	Number of Housing Units	Percentage Distribution
Household Growth	270	79.7%
Vacancy Adjustment	44	13.0%
Demolition Adjustment	25	7.3%
TOTAL:	339	100.0%

Source: Southern California Association of Governments, Revised Regional Housing Needs Assessment, Table 18A (December 1988).
Table construction by Castañeda & Associates

LEVEL OF PAYMENT IN RELATION TO ABILITY TO PAY

A major factor creating the need for affordable housing is that very low and low income households do not have incomes sufficient to establish an effective demand for new housing construction. Table 17 presents summary data on "ability to pay" by income group and household size. A large proportion of households probably could afford existing rental housing, but incomes are insufficient to warrant the development of new housing.

TABLE 17
CITY OF FILLMORE
LEVEL OF HOUSING PAYMENT COMPARED
TO ABILITY-TO-PAY -- 1990

Persons Per Household	Annual Income Limits	Monthly Level of Payment *
	Very Low Income	
1	$16,950	$424
2	$19,350	$484
3	$21,800	$545
4	$24,200	$605
	Low Income	
1	$26,600	$665
2	$30,400	$760
3	$34,200	$855
4	$38,000	$950
	Moderate	
1	$40,650	$1,016
2	$46,500	$1,163
3	$52,300	$1,308
4	$58,100	$1,452

* Ability-to-pay criterion is 30% of monthly income according to the State.
Table construction by Castañeda & Associates.

4.
RESOURCES AND CONSTRAINTS

INTRODUCTION

Section 4 contains data and analysis pertaining to resources and constraints affecting the maintenance, improvement and development of housing in Fillmore. The analysis focuses on four major topics:

1. An inventory of land suitable for residential development.
2. An assessment of potential and actual governmental constraints on housing (e.g., land use controls, fees, etc.)
3. An analysis of potential and actual non-governmental constraints on housing (e.g., land prices, construction costs and the availability of financing).
4. An analysis of opportunities for energy conservation with respect to new development.

AVAILABILITY OF SITES

Limits to Growth Boundaries

The ultimate expansion of Fillmore's legal boundaries and urban expansion in the Planning Area is dependent upon local political forces and geologic characteristics. The following is a discussion of local legal, political and complex geological factors that play roles in limiting Fillmore's growth. Exhibit 7 depicts a summary composite of Fillmore's "limits to growth" boundaries.

The City is surrounded, in all four directions, by lands currently under County jurisdiction; some of this land is suitable for annexation. Further north of the City and in unincorporated county land is the Los Padres National Forest which is under Federal jurisdiction and will most likely remain so permanently. Bardsdale to the south and Grand Avenue to the west do not appear amenable to annexation. The City is also constrained from growth further to the west by the Greenbelt Agreement. The City will likely remain inside the confluence of the Santa Clara River and Sespe Creek and expand to the north and east.

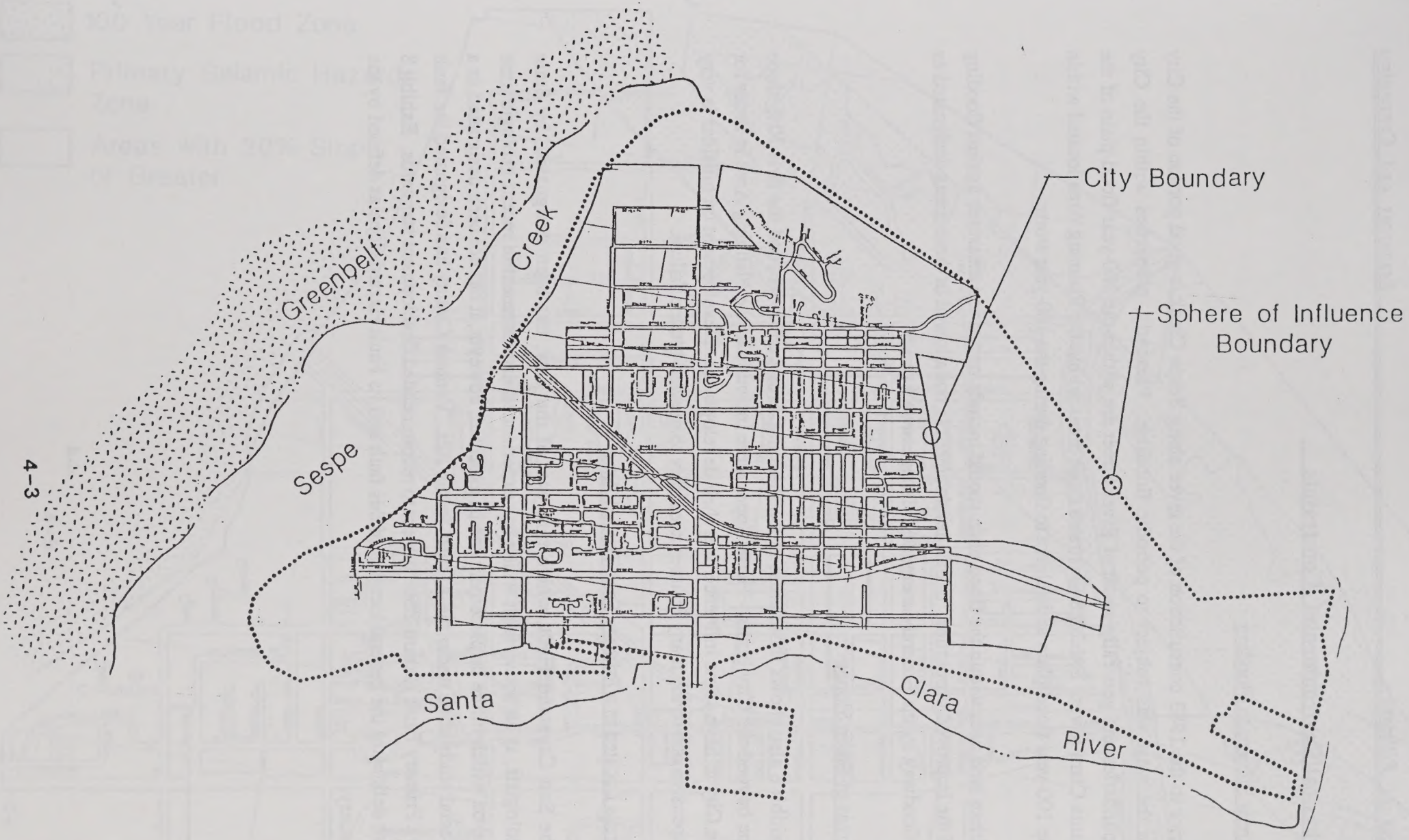
Four boundaries affect the City's future:

- √ The corporate limits;
- √ Sphere of Influence;
- √ Greenbelt; and
- √ Los Padres National Forest.

The Sphere is a projected or probable ultimate boundary of the City. As established in 1981 and amended in 1989 and 1990, by the Local Agency Formation Commission (LAFCO), the Sphere of Influence is primarily a planning tool. It helps communities and other public entities project future service and growth needs. Within the Sphere of Influence and outside the City limits, the City has no direct legal power.

Fillmore's present Sphere of Influence is nearly contiguous with the City boundaries. Exceptions occur north of Seventh Street, to the southwest near River and "D" Streets, and the southeast between Highway 126 and River Street. Three large parcels of land are located outside the Sphere but within the City's corporate boundaries, and can be resolved through annexation.

The Greenbelt lies between the Cities of Fillmore and Santa Paula, and defines an area both cities agree to leave undeveloped. The Greenbelt Agreement, as adopted by Fillmore, Santa Paula and Ventura County in 1980, places certain limits on Fillmore's potential to expand. The Greenbelt's eastern boundary can preclude Fillmore's annexation to the west.



Limits to Growth Boundaries
FILLMORE HOUSING ELEMENT

EXHIBIT 7

NORTH

Physical/Environmental Constraints

Areas Subject to Flooding

Prior to the 1983 construction of the levee along Sespe Creek, a good portion of the City on the west was subject to periodic flooding. Presently, properties within the City boundaries and generally south of River Street are within the 100-year flood plain of the Santa Clara River. Exhibit 8 illustrates those areas within the Planning Area located within the 100-year flood plain and subject to flooding during the 100-year storm.

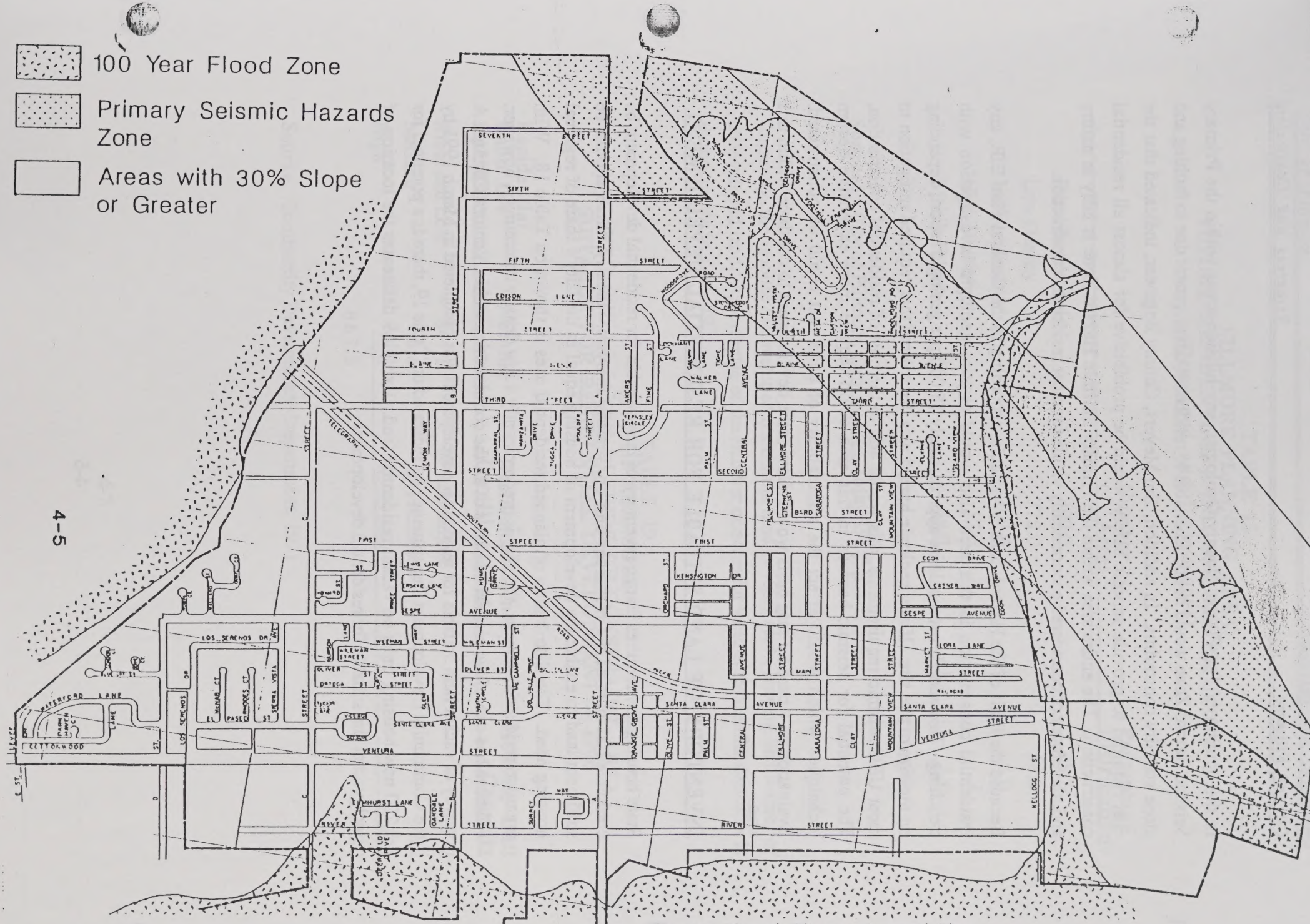
Urban land uses within the flood plain should include mitigation measures against flooding of the improved properties. Urban development is not allowed in those areas designated as a floodway by the Federal Emergency Management Agency.

Areas of Steep Slopes

Exhibit 8 also shows those areas in the Planning Area that lay beyond the first 30% slope line beyond the City limits. These slopes were included in the Planning Area in order for the City to have some influence over their development. Development on hillsides is very expensive due to the many features necessary to prevent ground failure.

Areas Located in a Primary Fault Hazard Zone

The San Cayetano Fault, which runs east of the City, has been designated, by State geologists, as an active fault which has experienced displacement in recent geologic time and on which future displacement can be expected; however, it has not been designated as a special study zone under the Alquist-Priolo Act. Ventura County has designated the fault as a Primary Fault Hazard Zone subject to recommended development standards. Exhibit 8 also delineates the general location of this fault and its Fault Hazard Zone as defined by the County.



Source: City of Fillmore General Plan

Physical/Environmental Constraints
FILLMORE HOUSING ELEMENT

EXHIBIT 8

NORTH

In the opinion of Jim Fisher, County Geologist, any hillside areas within the Primary Seismic Hazard Zone would not be amenable to residential development due to faulting and slope stability constraints. In addition, Jim Meyers, County Engineer, indicated that the cost required to provide seismic safety would be prohibitive for almost all residential construction. The entire area within the Primary Seismic Hazard Zone is hilly in nature and, therefore not considered economically viable for most residential construction.

Because the limit of the Hazard Zone is variable, according to the General Plan EIR, any residential construction in this area also would require geologic investigation with trenching. This added cost would be approximately $5,000 per geologic report, depending on the size of the site. If any geologic hazard was discovered that required mitigation to meet UBC seismic requirements, this would add to the cost of residential construction. The potential for seismic hazards in this area could require more expensive design techniques which would affect the affordability of units that could be constructed. Evaluation on a case by case basis would allow some development to continue within this area.

INVENTORY OF LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT

State housing law requires that an inventory of land suitable for residential development be completed as part of the resources and constraints analysis. Ideally, there should be sufficient land to enable the development of housing equal to the City's share of regional housing need. The distribution of planned residential uses is shown on Table 18. With regard to residential acreage, the City is predominantly a low density community; however, Fillmore has one of the highest densities of all the communities within Ventura County. A survey of vacant land suitable for residential development was completed in March 1991 by the Community Development Department. As indicated on Table 19, there is a potential for 2,200 new housing units on vacant residential land. Exhibit 9 delineates the location of each vacant site suitable for residential development.

TABLE 18
FILLMORE PLANNING AREA:
FUTURE RESIDENTIAL LAND USE DISTRIBUTION
(Developed and Undeveloped)

	Number of Acres	Percentage Distribution
Rural Residential	390.0	29.3
Low Density	775.0	58.2
Medium Density	107.0	8.0
High Density	12.5	.9
Mobile Homes	48.0	3.6
	1,332.5	100.0%

Source: City of Fillmore, General Plan, (May 1988) p. I-1.

Currently, the amount of developed residential land is 468.7 acres, leaving 863.9 acres of undeveloped land. An estimate of the number of acres for various residential densities is shown below in Table 19.

TABLE 19
CITY OF FILLMORE
VACANT LAND LOCATED OUTSIDE OF CONSTRAINT AREAS
SUITABLE FOR RESIDENTIAL DEVELOPMENT -- 1990

Residential Land Use Category	Number of Acres	Residential Density Dwellings/Acre	Housing Unit Capacity
Rural and Low	844.1	@ 2.29 dus/ac	1,937
Medium	8.4	@ 11 dus/ac	92
High	11.4	@ 15 dus/ac	171
	863.9		2,200

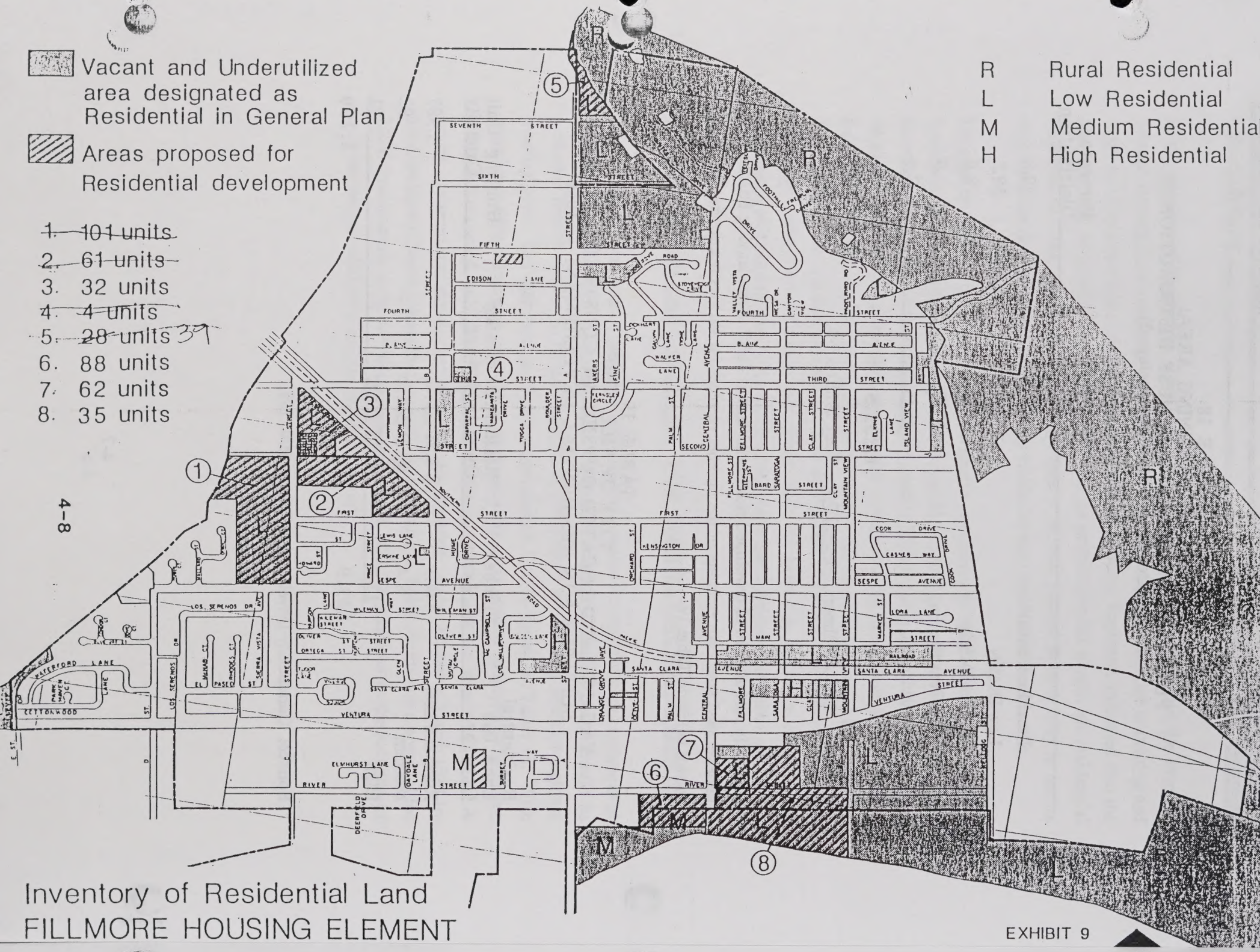
Source: Community Development Department, 1991

Vacant and Underutilized area designated as Residential in General Plan

Areas proposed for Residential development

~~1. 101 units~~
~~2. 61 units~~
3. 32 units
~~4. 4 units~~
~~5. 28 units~~ 39
6. 88 units
7. 62 units
8. 35 units

R Rural Residential
L Low Residential
M Medium Residential
H High Residential



Inventory of Residential Land
FILLMORE HOUSING ELEMENT

EXHIBIT 9

It is physically possible for the City to accommodate the housing needs projected by SCAG in the 1988 Regional Housing Needs Assessment. Development potential in the "high" density category is estimated at 171 housing units (although it may be necessary to facilitate a density bonus incentive and/or provide for enough housing on the four-acre parcel acquired by the Redevelopment Agency) and the "medium" density category is estimated at 92 units, totalling 263 units. The regional housing need for low and very low income households totals 116 households. The holding capacity in the medium and high density categories is sufficient to meet the very low and low income housing needs. The housing unit capacity for "low" and "rural" density development is 1937 units, which is sufficient to meet the need for a total for 223 moderate and high income households.

The land supply does not pose a constraint to meeting the RHNA projected needs. On pages 5-8 and 5-9 an extended discussion is provided on the manner in which the RHNA needs would be met during the planning period.

LAND USE CONTROLS

Residential Land Use Densities

Fillmore's General Plan prescribes four residential categories ranging from Rural Residential to High Density Residential:

Residential Category	Density Ranges DUs/Acre
Rural Residential	<1
Low Density	1 to 7
Medium Density	7 to 11
High Density	11 to 15

Another residential category is the TR -- Transitional Residential Overlay -- which allows up to 11 units per net acre. This category is intended to allow for the potential for change in two areas:

- √ The North Fillmore neighborhood;
- √ The recently purchased railroad property and surrounding properties between Central Avenue and Pole Creek.

Under the TR designation, all new development proposals are to be reviewed by the Planning Commission under the Residential-Planned Development (R-PD) process. Under the R-PD process, the configuration of dwelling units, parking areas, open spaces and yards shall be examined to ensure that the intent of the City's development standards are met.

Residential Development Standards

The City's recently adopted Land Use Element denotes some major standards of development:

- √ Density describes the general level of development intensity but does not specify any particular housing type, mix or form.
- √ Clustered mixing of residential unit types is encouraged.
- √ Maximum allowable density should not be interpreted as the preferred density.

General Plan residential land use designations are implemented by the zones and standards shown in Table 20. These zones permit a wide range of housing types to be developed within the community including single family dwellings, apartments, condominiums, townhomes, mobile home parks, and boarding/rooming houses. In addition, the Planned Development permit encourages the use of innovative site design techniques to provide a greater range of housing options than can be accomplished with a standard subdivision design.

Mobile homes are permitted in the R-3 zone with a conditional use permit to encourage this type of more affordable housing where appropriate. State legislation mandates the inclusion of mobile home/manufactured housing in a city's land use policy. Mobile homes on individual lots are permitted in the R-1 zone.

Carports are permitted in lieu of garages in small residential projects and in apartment projects. This helps to reduce the cost of housing construction to promote the affordability of rental and ownership units. Greater density is permitted for efficiency apartment units to facilitate the construction of smaller, less expensive units. Minimum unit sizes are within the limits permitted for the construction of units utilizing the Farmers Home Administration

Self-Help program, which may be a source of funding for future affordable housing construction.

Development standards are liberal enough to facilitate a mix of housing products that will serve residents of varous socio-economic levels while maintaining a desirable living environment. As part of the 5-year Housing Element program, the City will be developing a density bonus ordinance and a second unit ordinance to further enhance affordable housing opportunities.

TABLE 20
RESIDENTIAL DEVELOPMENT STANDARDS

Zone	Permitted Residential Uses	YARDS Front	YARDS Side	YARDS Rear	Maximum Bldg. Height	Minimum Lot Area	Parking
A-1	• One-family dwelling • Children's home (CUP) • Rest home (CUP) • Guest house	25'	10' 5'	25'	2 stories or 35'	14,000 SF	4 lots or less - 2 carport spaces More than 4 lots - 2 enclosed spaces
R-1	• S.F. Residential • Guest house • Mobile home	20'	10' 5'	20'	2 stories or 35'	6,000 SF	4 lots or less - 2 carport spaces More than 4 lots - 2 enclosed spaces
R-2	• One-family dwelling • Two-family dwelling • Three-family dwelling • Townhomes (PD) • Condos (PD) • Stock Cooperatives (PD)	20'	10' 5'	20'	2 stories or 35'	6,000 SF	4 lots or less - 2 carport spaces More than 4 lots - 2 enclosed spaces
R-3	• One-family dwelling • Two-family dwelling • Three-family dwelling • Rooming houses (CUP) • Mobile home parks (CUP) • Govt. assist. low income housing (CUP) • Townhomes (PD) • Condos (PD) • Stock Cooperatives (PD)	20'	10' 5'	-0-		14,000 SF	2 spaces per unit, 1 in garage or carport

CUP — Conditional Use Permit
PD — Planned Development Permit

TABLE 20
Continued

ZONE	DENSITY	MINIMUM DWELLING AREA	MAXIMUM LOT COVERAGE
A-1	One unit per lot	Subdivisions of 4 lots or less: 1,000 SF Subdivisions of 5 lots or more: 1,250 SF	-0-
R-1	One unit per lot	Lots 6,000-6,999 SF — 1,000 SF 7,000-9,999 SF — 1,000 SF 10,000 + over — 1,250 SF	-0-
R-2	3,000 SF/DU except 1,500 SF lot area for efficiency apartments	Subdivisions of 4 lots or less — SF unit 1,000 SF Subdivisions of 5 lots or more — SF unit: Lot area — 6,000-6,999 SF — 1,000 SF 7,000-9,999 SF — 1,250 SF 10,000 + over — 1,500 SF	40%
R-3	2,000 SF/DU except 1,000 SF lot area for efficiency apartments	Two-family and three-family dwelling: 900 SF Apartments: 1 bedroom — 750 SF 2 bedroom — 900 SF 3 bedroom — 1,000 SF	40% Apartment houses providing parking in or under the building 60%

GOVERNMENTAL FACTORS

One component of total housing cost is the cost of government intervention. A variety of actions and fees are imposed to bring public concerns into private development decisions. Land use controls, development standards, building codes and standards, on- and off-site improvements, fees and exactions, and various review processes are examples of such actions. This section examines how the City can review and amend these requirements as a way to speed processing time and reduce costs while maintaining adequate public review and control.

Building Codes

Building codes act to ensure minimum levels of structural safety and housing value. The costs imposed by the codes and their enforcement are borne in the sales price or rent of every new and used structure.

To help lower these costs, the California Legislature identifies the Uniform Building Code which permits some local variations only when unique circumstances justify them. The City adopts these codes and modifies them only in relation to fire and safety standards. The City's codes do not adversely impact housing costs as the modifications are minor and help the City maintain a low-cost, high-service volunteer fire department.

Public Services and Facilities

The provision of public services (especially water, sewers and flood control) do not constrain the production of new housing below the number projected by the 1989-94 Regional Housing Needs Assessment. Following Propositions 13 and 4 and AB 1600, cities have been less able to provide infrastructure for future developments out of property assessments. New developments are more likely to be required to "pay their own way" with regard to many public services. In accordance with AB 1600, the City has enacted a development impact fee program which ensures that new development pays only for its impacts and not for existing deficiencies caused by prior development.

The City of Fillmore, like many communities, has determined that its public works systems must not be over-burdened by new development. A 20 year capital improvements program which identifies and prioritizes such needs as water main replacement, flood control, water storage, and sewage treatment plant expansion, as well as parks, streets and sidewalk replacement, provides a guide for allocating public funds in the most productive directions. The status of each public works system is described in the Public Facilities Element; however, the water supply, sewage disposal and flood drainage systems have separate and unique limitations that relate to the construction of new housing.

Water service is provided by the City of Fillmore. Potable water is extracted from the Fillmore groundwater basin by two operational wells which produce 2.05 million gallons per day (gpd). The estimated safe yield of the basin is 20.6 million gallons per day (mgd). Groundwater from the Fillmore Basin, due to its abundance and good quality, is expected to be the long-term water source for the City. Bringing Well 6 on line in 1993 will increase the supply of available water.

There is sufficient water storage and well capacity to meet the demand generated from future residential development. As of February 1992, there is 243,000 gpd of excess storage capacity available for future development. The City Engineer has calculated that this capacity is sufficient to meet the needs generated by another 200 housing units. (The RHNA need figure is 339 units and 144 dwellings already have been constructed between 7-89 and 1-92.)

Until recently, two facilities at the northern end of the City provided both water storage and pressure for the gravity-fed distribution system. Reservoir No. 1 was built in 1918, has a one million gallon tank capacity, and is in need of reconstruction. The tank, constructed of concrete, is partially buried. The reconstruction of Reservoir 1 is planned for 1992-93. Reservoir No. 2 is constructed of steel, has a two million tank capacity, and was erected in 1965. Actual usable storage capacity of both reservoirs is 2.5 million gallons. As that amount was inadequate to meet fire flow and emergency needs, a third reservoir was constructed in 1991. Reservoir No. 3 increased the City's usable storage capacity to 5.5 million gallons.

Fillmore's water distribution system contains 35 miles of pipe. Sections of the pipe vary in age from new to 70 years old. All of the City's water lines were surveyed in 1986 for leaks. From this inventory, a regularly scheduled leak detection and repair program has

been instituted. When new development occurs water lines are improved as a condition of project approval.

The proponent of a proposed master planned residential development in the area of River Street and Highway 126 has expressed an interest in providing a reservoir or a reservoir site through a reimbursement agreement. This development application is in the preliminary stages and does not have a development allocation. Larger residential projects such as this are a potential means for the City to acquire needed public infrastructure to serve projected residential development.

According to City Engineer Burt Rapp, sewer facilities are adequate to serve the level of growth projected for the planning period. The City's wastewater treatment plant is located at the south end of "C" Street on the north bank of the Santa Clara River. The plant is managed by the Ventura Regional Sanitary District and has a capacity of 1.33 mgd. Improvements to the sewer system are planned for the summer of 1992.

Within the City, drainage is channelled to the Santa Clara River by three storm drain systems. These lines do not adequately drain all of the drainage area, resulting in flooding or pooling of water in certain locations. The 1984 Fillmore Master Plan of Drainage identified 22 problem areas based on complaint records and citizen surveys. More than two-thirds of these problems are located in the western half of the City and involve general street flooding due to flat street gradients combined with inadequate drainage infrastructure.

Some of the problem areas include areas proposed for residential development during the 1989-1994 planning period. The City Engineer indicated that these deficiencies should not preclude the projected level of development. Projects are conditioned to provide drainage improvements and the City will contribute if funds are available. Otherwise, the City will enter into a reimbursement agreement with the developer until other development occurs in the watershed. Each new development pays a pro-rata share of the cost of drainage improvements.

Site Improvements

On-site improvements required of residential developments consist of 40' wide streets (curb-to-curb), 5' sidewalk, 5' utility easement adjacent to the sidewalk for the undergrounding of utilities, as well as street lights, fire hydrants, water and sewer connection facilities, and storm drains if necessary. Off-site improvements are covered by the development impact fees.

Fees and Other Exactions

Another potential constraint to housing production is the set of fees and exactions imposed to recover the cost of public services associated with residential developments. Two types of fees are included in this discussion — development impact fees and planning processing fees. Table 21 identifies the applicability of impact fees and Table 22 lists the fee amounts for each category. A comparison of planning fees is found in Table 23.

The per unit development impact and processing fees for a multi-family development in Fillmore are listed below:

Development Impact Fees:

√	Park land	$2,009	
√	Public Facilities	$1,016	
√	Sewer Improvements	$1,336	
√	Storm Drains	$462	(average for a MF unit in the 4 zones)
√	Transportation Improvements	$521	
√	Water Improvements	$3,398	
		$8,742	

Development Processing Fees (per unit, based on a 20-unit building *):

√	Planned Development Permit	$55	
√	Growth Management Allocation	$25	
√	Initial Study	$50	
√	Administrative Clearance	$50	
	Total Per Unit	$180	
	TOTAL IMPACT AND PROCESSING FEES:	$8,922	(Per Unit)

* Development processing fees are charged on a per project basis and not per unit.

A comparison of Fillmore's typical residential planning fees in relation to nearby communities is shown in Table 23. Like Fillmore, Santa Paula and Ojai are small residential communities. The Santa Paula Planning Director indicated that planning fees would be increasing in the near future. The Ojai Planning Director indicated that very little development was occurring in that community. It can be seen from Table 23 that Fillmore's planning fees are generally comparable to other small cities in its vicinity. A much larger city, Oxnard, has per unit development impact and processing fees of more than $20,000.

TABLE 21
CITY OF FILLMORE DEVELOPMENT IMPACT FEE APPLICABILITY FOR RESIDENTIAL PROJECTS

Dwelling Unit	Park	Public	Sewer	Storm Drain	Transportation	Water
New Unit	O	X	X	X	X	X
Second Unit/Granny Flat	O	X	X	X	X	X
Replacement Unit *(No new connections)*	O	O	O	O	O	O
Addition to Existing Unit	O	O	O	O	O	O
Remodel	O	O	O	O	O	O
Connect Existing Unit to Water and Sewer	O	O	X	O	O	X
Change Size of Existing Water Meter						*(pay difference in cost of meters)*
Annex Existing Unit to City	O	X	O	X	O	O
Move Unit into or Within City	O	X	X	X	X	X

X = FEE REQUIRED

O = NO FEE REQUIRED

TABLE 22
CITY OF FILLMORE
RESIDENTIAL DEVELOPMENT IMPACT FEES

Effective July 28, 1991

1.	Park Land Fee: (Res. 91-1654) Residential development project	$2,009*/du Includes $1,300 acquisition and $709 improvements
2.	Public Facilities Fee: (Res. 91-1660) Residential development project	$1,016/du
3.	Sewer Improvement Fee: (Res. 91-1662) Residential development project	$1,336/du
4.	Storm Drain Improvements Fee: (Res. 91-1673) (Res. 91-1537)	
	a) "A" Street zone Residential development project	
	Single Family:	$3,602/du
	Multi-Family:	$864/du
	Rural:	$612/du
	b) "B" Street zone Residential development project	
	Single Family:	$1,751/du
	Multi-Family:	$420/du
	c) "C" Street zone Residential development project	
	Single Family:	$1,540/du
	Multi-Family:	$370/du
	d) Mountain View Zone Residential development project	
	Single Family:	$802/du
	Multi-Family:	$192/du
5.	Transportation Improvement Fee: (Res. 91-1653) Residential development project	
	a) Single Family:	$713
	b) Multi-Family:	$521

TABLE 22
CITY OF FILLMORE
RESIDENTIAL DEVELOPMENT IMPACT FEES

Continued

6. Water Improvements Fee:

Meter Size	Cost Per Meter
5/8' (apartments)	$3,398
3/4" (single family)	$3,776

Collection of Fees:

A. Parkland Fee: Parkland fees are required when land is subdivided and are imposed as a condition of approval of the tentative map. The fees are paid prior to, or at the time of recording of the final map or parcel map. (FMC 6.04.1482.8[a]) Ordinance 89-618.

B. Public Facilities, Sewer Improvements, Storm Drainage Improvements, Transportation Improvements and Water Improvements Fee. These fees shall be collected at the time, and as a condition, of issuance of a building permit (FMC S. 6.07.060[c]) Ordinance 89-613.

TABLE 23
COMPARISON OF PLANNING FEES

FEE TYPE	FILLMORE	SANTA PAULA	OJAI
Annexation	$500 a and LAFCO fee	Major (over 4 acres) $1,775 Minor (4 acres or less) $900	Major (20 acres +) $1,000 + actual cost of maps/legal desc. Minor (20 acres -) $500 + actual cost of maps/legal desc.
General Plan Amendment	$2,750 a	$1,180	$1,500
Conditional Use Permit	Residential — $1,000 a, c	Major $1,180; Minor $415	Residential — $300
Zone Change	$1,000 a,b	Boundary $1,015; Text amdt. $1,180	$750
Specific Plan	Consultant + 25%	$1,685 + consultant	$1,500 + actual cost
Variance	$950 a, b	Major $590; Minor $235	Residential $300
Planned Development Permit	Residential — $1,100 a	New Construction — .17/sf (based on footprint of enclosed area inc. $105 min. both levels + garage) $5,900 max.	Residential — $700 + $5/du
Tentative Tract Map	$2,150 a	$1,180 + $7/lot	$1,800 + $35/lot
Tentative Parcel Map	$1,600 a	$885 + $7/lot	$1,400 + $50/lot
Growth Management Allocation	Residential — $500 a	$290 per unit; $1,770 maximum	SF — $50/MF — $100 + $2/du

TABLE 23
COMPARISON OF PLANNING FEES
Continued

FEE TYPE	FILLMORE	SANTA PAULA	OJAI
Environmental Fees	Exemption — $100; I.S./Neg. Dec. — $1,000 a or consultant + 25% EIR — consultant + 25%	Exemption — $85 I.S. √ Major $450 √ Minor $225 √ Neg. Dec. $55 √ EIR consultant + 20% of contract for review ($590 min.)	Exemption — $150 I.S./Neg. Dec. — $200 EIR — consultant + 20% of contract for review

a Deposits; actual charges will be billed at the hourly rate of the persons working on the permit. Money not used will be returned to applicant; additional deposits may be required, not to exceed 50% of initial deposit.

b If Zone Change or Variance is filed concurrently with General Plan Amendment, Specific Plan, Tentative Tract, Parcel Map, Planned Development Permit or Conditional Use Permit, deposit for Zone Change or Variance is reduced by 50%.

c If Conditional Use Permit is filed concurrently with a Planned Development Permit, deposit for Conditional Use Permit is reduced by 50%.

Local Processing and Permit Procedures

At present, generally most projects can be reviewed and approved within nine to eighteen months. Delays beyond this time are usually the result of a project having unusual characteristics or serious defects, or are due to changing circumstances not related to public review (e.g., financing, change of ownership, etc.). State law requires that for projects where an Environmental Impact Report was prepared, the project must be approved or disapproved within twelve months of the date on which the application requesting approval was received and accepted as complete by the lead agency (General Plan Section 65950). For projects where a Negative Declaration is adopted or if the project is exempt, a decision to approve or deny a project must be made within six months of the date on which an application was received and determined complete.

At present, most residential projects can be reviewed and approved within six to nine months if there are no significant environmental concerns. Excluding time for environmental documentation, a typical zone change or conditional use permit application can be processed in two to three months. Permits to be approved at staff level require one to two months. A residential application often involves a tentative tract map, a planned development permit, and possibly a zone change or annexation. The City will be implementing a density bonus ordinance which is proposed to include fast track processing and fee waivers. No criteria have been developed as yet.

New projects for four or more units are reviewed by a Staff Review Committee (SRC) for design and infrastructure considerations and for compliance with the California Environmental Quality Act (CEQA). SRC suggests mitigation measures and offers recommendations to the Planning Commission and City Council. In addition, comments are sought from the Fillmore Unified School District and County of Ventura as well as from local utilities. Caltrans and other State agencies may also be notified if the project is within their jurisdictions.

GROWTH MANAGEMENT

The Planning Commission and City Council are scheduled to adopt in April 1992, an optional Growth Management Element and a revised Growth Management Ordinance. Both the Element and the Ordinance will not constrain the level of new resident development below the RHNA figure of 339 housing units. A separate allocation for affordable housing developments will be established by the Ordinance.

Up until 1992, growth had been managed by Ordinance 509. On November 12, 1980, the City of Fillmore adopted Ordinance No. 509 to establish a Residental Growth Management Plan. It was the intent of the plan to moderate growth in order to: provide adequate infrastructure; meet the requirements of the Federal Clean Air Act of 1977 and the Federal Clean Water Act of 1977; balance jobs and housing; and promote a balance of housing types. The City Council intends to eliminate growth management controls when it appears that the prescribed air and water quality standards can be maintained and adequate public facilities provided without growth management.

The growth management development allocation, per Ordinance No. 509, is based on population rather than number of housing units. To ensure that the population does not exceed 3,960 persons by the year 2000, population growth is limited to 198 persons per year during the years 1981-1999. The Ordinance assumes an average household size of 3.31 persons for each single family dwelling; 2.92 persons for each duplex, triplex, or quadraplex unit; 1.73 persons in each mulitple unit; and 1.86 persons in each mobile home. The level of population growth will vary with the type of housing developed. For instance, if all single family dwellings were developed in one allotment year, the number of units would be approximately 62. With a mix of housing types, the number would vary. There was no set number of development permits issued each year.

Points were awarded to competing projects according to public service facilities, project design and environmental criteria. Generally, allotments were awarded to the highest scoring projects. However, the City Council could, at their discretion, have awarded allotments to projects that were not the highest scoring in order to assure a variety of housing types and designs. The Ordinance exempted the following types of residential developments:

- Housing for senior citizens and the handicapped;
- Replacement, alteration, repair, demolition, main-tenance, or the construction of accessory structures to dwellings;
- Transient units in hotels and motels;
- Construction of dwellings on existing lots where the project was in strict compliance with the General Plan and zoning and no special permit is required.

The following presents a summary of recent experience with the implementation of the current Growth Management Ordinance.

- With the current Growth Management Ordinance, new units are apportioned between single-family and multi-family dwellings on a first-come first-served basis.
- Since the adoption of the current Growth Management Ordinance, the number of allocations and building permits exempt from the allocation process permitted an increase in population of 2,111 persons and the ordinance allowed for an increase of 2,178 persons.
- Growth management allotments, which have been allocated since mid-year 1989, have allowed an increase in population of 106 persons, including 32 single-family units. Additionally, 8 single-family and 5 multi-family unit building permits have been issued, though exempt from the allocation process. This would increase the population by 40 persons, bringing the total population increase to 146 persons and the number of units to 45 units for both allocated and exempt units.

Even though the ordinance would allow for an increase of 396 persons during this time period, prior to mid-1989 allocations of 180 persons more than the ordinance allowed were awarded. This included 3 multi-family units and 52 single-family units. Subtracting the 326 persons from the 396 persons allowed, would leave a population increase of 70 persons available for allocation at this time.

- Based upon the current ordinance, a population increase of 594 persons may be allocated during the remaining planning period for the Housing Element (1992-1994). Combined with allocations available from previous years (70 persons), this would allow for allocations increasing the population by 664 persons.

- Based on the RHNA goal of 339 housing units of which 45 units are very low income, 71 units are low income, 91 units are moderate income, and 132 units are high income, it can be calculated that the City is in need of 239 additional units, since 100 units have been previously allocated or issued building permits. Assuming that very low and low income households can afford multi-family units and moderate and high income households can afford single-family units, the City is in need of 108 units of multi-family housing and 131 units of single-family housing. Based on the average of 2.33 persons per households for multi-family and 3.31 persons per households for single-family, it would require an increase in population of 684 persons to meet the RHNA goals for construction of units. Since the current population growth allowed under the plan is 664 persons, the current growth management plan is a slight constraint to meeting the RHNA goals.

- The City is in the process of revising the Growth Management Plan because the growth rate of 198 persons per year is not consistent with the population forecasts identified in the General Plan.

NONGOVERNMENTAL CONSTRAINTS

Availability of Financing

Local Banks

There are four local banks in Fillmore: Bank of America, Bank of A. Levy, and recently opened Wells Fargo Bank and Citizens State Bank. Jeff Paul of the Bank of A. Levy regional office reported that a variety of single family and multiple family home loans are available in the Fillmore area. Interest rates are currently very competitive but sales are lagging due to a sluggish economy. Interest rates for single family and multiple family construction loans are variable, presently 2-4% above a base rate of 7 1/2%.

Bank of A. Levy has issued some single family construction loans in Fillmore during the past year but has not been approached for any multiple family housing construction loans. There is little apartment construction occurring in Ventura County, according to Mr. Paul. This is due to a combination of factors including: lack of attractiveness as an investment due to the Tax Laws of 1986; the current decline of the housing market in general; and water constraints in other parts of the County that act to limit growth. The Bank of A. Levy does not currently have any programs specifically oriented toward the construction of affordable housing but is amenable to individual proposals. The Bank has not been approached to finance this type of product.

The local branch of Bank of America reports a majority of refinancing rather than home purchase activity during the past year. Bank of America offers a range of home loans including VA, FHA, conventional, conversion, and the Neighborhood Advantage program which is unique to Bank of America. It is a basic program for lower income families with a home loan component that serves to implement the Community Reinvestment Act. Fillmore is a qualifying city for this program (based on zip codes) which offers reduced fees and up to 95% financing. This program also permits a higher debt-to-income ratio. Fillmore residents have utilized the Neighborhood Advantage program over the past year.

Joanne Wagner of the regional office for single family construction (1-4 units) reports that single family construction loans are currently variable loans with an interest rate of 6 1/2% plus a loan fee of 2 1/2 points for loans of $250,000-$500,000. Tom Kester of the commercial division of Bank of America reported that no multiple family construction loans

have been issued in Fillmore the past year. He indicated that apartment construction is slow throughout the County as this type of product is difficult to finance on a conventional mortgage basis. The current interest rate for multiple family construction is 1 1/2% over the bank reference rate of 6 1/2 % plus 2 points.

Cabrillo Economic Development Corporation (CEDC) Farmers Home Administration (FmHA) 502 Housing

CEDC is a private, nonprofit corporation active in the development of affordable housing in Ventura County. Since 1981, it has developed 627 housing units in five major developments. Housing types implemented by CEDC include farm worker family rentals, family rentals, seniors' apartments, condos, single family homes, and self-help single family homes. This organization has expressed an interest in exploring the potential for developing a FmHA self-help project in Fillmore.

FmHA, established by Congress in 1946, coordinates a nationwide rural development program and provides financing for housing in rural areas. The self-help program provides no-money-down, low interest long-term loans through FmHA. In return, the families must work 30 hours a week on their home or until all the homes in a group, usually 8-10, are completed. The existing dwelling or proposed building site must be in a rural area with a population of 10,000 or less. At this time it is unclear whether the City of Fillmore would qualify for this program, since the population is ove 12,000 people.

3.
HOUSING NEEDS ASSESSMENT

The typical borrower is eligible to receive "Interest Credit Assistance." This assistance can reduce the borrower's monthly payments to an effective interest rate of 1%. The subsidy attempts to reduce the total housing costs(i.e. loan payments, taxes, insurance) to equal 20% of the borrower's adjusted income. The Interest Credit Assistance is reviewed annually and a borrower is eligible to receive the subsidized payments until the household income exceeds the moderate income level.

Potential building sites must be less than one acre in size on scattered sites and less than one-fourth acre in size in a subdivision. Exceptions can be made if the zoning ordinance requires a larger lot. The construction or purchase of a new home cannot exceed the following square foot (SF) standards: 864 S.F. (one occupant), 1,008 S.F. (two occupants), 1,104 S.F. (three occupants), and 1248 S.F. (six occupants). All building contractors must be approved by FmHA. Only new mobile homes qualify for the FH-502 program and the dealer must be approved by FmHA.

Affordable Housing Financing

Funding for affordable housing currently requires financing for a first mortgage, second mortgage and equity. An overview of each funding source is presented in the following paragraphs.

First Mortgage

Because of their low rents, affordable housing projects are financially capable of generating enough money to make monthly payments on only a relatively small first mortgage — often as low as 20% to 25% of total project cost. For the first mortgage lender, subordinated debt increases a project's loan-to-value and debt coverage ratios to acceptable levels, reducing risk and increasing the likelihood of obtaining private debt financing. The amount of the first mortgage which can be supported is a function of the net operating income of the project. Tax exempt bond proceeds are frequently used for permanent financing of low income housing projects.

Second Mortgage (Gap Financing)

A second mortgage is frequently necessary to partially fill the gap between total project costs and the amount which can be supported by the first mortgage. A below market second mortgage provided by State or local governments or philanthropic organizations, could be structured with a low interest rate, no interest deferred payments, or as a due-on-sale loan.

The maker of the second mortgage often prefers subordinated debt rather than a project grant even though the former entails added risk. The mortgage usually contains restrictions to ensure that the property serves low-income families; otherwise it becomes due and payable. Local funds are often used to provide "soft seconds" — mortgages whose principle and interest payments may be deferred until cash flow is available or the project is refinanced or sold.

Equity

Equity, which is the money or capital invested in the project, reduces the amount needed to be financed with a first and/or second mortgage. Although equity financing can be derived from several sources, affordable housing partnerships depend greatly on the syndication of low income housing tax credits. Ownership of these projects are usually structured as limited partnerships; corporate or individual investors are the limited partners who rely on the tax credits for market returns.

Thus, several funding sources are necessary as part of a financing package for a low income housing development. In general, the following distribution per financing component is typical:

Financing Component	Percent of Financing	Sources of Financing(a)
First Mortgage	20% to 40%	CCRC SAMCO Tax-exempt bonds 501(c)(3) bonds
Second Mortgage	30% to 60%	CDBG RHCP 20% Set-Aside
Equity	20% to 40%	Tax Credits Housing Trust Funds

Appendix B provides background information on the above-noted financial resources.

Construction Cost Analysis

This construction cost analysis is based upon a pro-forma cash flow/ sources and uses statement for a 25-unit affordable senior housing development. The analysis focuses on the cost components of land, fees, materials, labor and financing for this multi-family development. As noted in the sub-section on quantified objectives, 144 housing units were built between 7-89 and 1-92, leaving a balance of 195 dwellings to meet the 5-year regional share need.

The City is now processing a 70 to 88-unit apartment development and directing a specific plan that would include an estimated 30 housing units affordable to moderate income, first time homebuyers. Additional development would occur through density bonuses, second units and inclusionary housing programs. A pro-forma statement, to understand the contribution of each cost component, is not practical for housing developed per the above programs because of the number of assumptions that would need to be made (e.g., land costs; size of units; project size; and other associated factors).

~~TABLE~~

~~SAMPLE PRO-FORMA~~

OPPORTUNITIES FOR ENERGY AND WATER CONSERVATION

Utilities and related energy expenditures are a major component of a household's total shelter costs. Within the City, 97.2% of all households have some form of space heating, 99.3% have complete plumbing facilities, and 99.9% have electrical connection according to 1980 census data. As an integral part of providing housing, these utilities can represent a claim in household income ranging from 10% to 35% of total housing costs. Thus, efforts to reduce energy and water consumption can significantly benefit Fillmore households.

The most effective home conservation measures are those which reduce the biggest user of energy: space-heating. Most utility companies agree that actions which reduce air infiltration are the most cost-effective ways of minimizing space-heating requirements. Weatherstripping, caulking, duct wrapping and attic and wall insulation are all ways to reduce such energy consumption. In addition, furnaces equipped with set-back thermostats and electronic ("pilot-less") ignition can further reduce costs. This is now required in all new residential construction by the Uniform Building Code.

Water heating is another major energy user. Insulation blankets for water heaters, pipe insulation and water saving shower heads are simple, add-on measures that can lower both energy bills and water consumption. More elaborate measures include solar water heating systems that supplement the traditional water heater.

New housing construction is another area for ensuring efficient energy use. Homes which are sited to maximize solar and wind orientation can significantly reduce long term energy needs. Further, such homes can be equipped with energy saving appliances which also lower energy and water consumption. A balance must be achieved between the short-term costs of building energy-efficient homes and the long-term benefits they provide. However, many design, construction and landscaping techniques are available which help reduce energy consumption. Some add little or no cost to the housing unit, but have not been adopted by developers and contractors. Examples include avoiding east- and west-facing lots, reducing north-facing window areas, using drought-resistant landscaping and employing paving materials that generate less heat.

Water conservation is a significant issue for both the household and the City. Lower water consumption reduces monthly bills as well as extends the capacities of water wells and the sewage treatment plant. More conservative landscape watering schedules and less wasteful watering systems make significant contributions to lower water demand. Inside the home, low-flow shower heads, low-flow toilets and efficient clothes and dishwashing appliances are useful in stemming the need for water. However, by changing personal habits regarding water use (e.g., shorter showers, not pre-rinsing dishes, etc.), reductions in water use can be achieved at little or no cost.

Presently, Southern California Gas and Southern California Edison offer conservation programs for home-owners, renters and landlords. Both companies participate in the State's Residential Conservation Service, and provide free energy audits to all households. Further, both companies offer cash rebates and low-interest financing to help off-set the cost of many conservation measures. In 1990, the City Council adopted an ordinance requiring low flow fixtures in all new developments, and as a retrofit in certain remodels. The City Council adopted a resolution requiring water conservation in February 1991.

5.
GOALS, QUANTIFIED OBJECTIVES AND POLICIES

INTRODUCTION

Section 65583 (b) of the Government Code requires:

> *"A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing."*

The following definitions, developed by the State Department of Housing and Community Development, provide guidance on the meanings of these terms:

> *"Goals are general statements of purpose. Housing element goals will indicate the general direction that the jurisdiction intends to take with respect to its housing problems. While reflecting local community values, the goals should be consistent with the legislative findings (Section 65580) and legislative intent (Section 65581) of Article 10.6 and other expressions of state housing goals contained in the housing element law. Goals may extend beyond the time frame of a given housing element.*
>
> *Policies provide a link between housing goals and programs; they guide and shape actions taken to meet housing objectives.*
>
> *Quantified objectives are the maximum actual numbers of housing units that the jurisdiction projects can be constructed, rehabilitated, and conserved over a five-year time frame. In order to more realistically plan for the implementation of housing programs, it is useful for localities to establish objectives for each housing program which will be implemented during the time frame of the element. Objectives may therefore be short-term in outlook compared to community's goals."**

*State Department of Housing and Community Development, Questions and Answers Report, (June 1987), page 10.

BACKGROUND

There are three major sources for determining the goal, policies and objectives appropriate to Fillmore:

- √ Consistency with the State legislative findings and intent.
- √ Local community values expressed in the housing-associated statements found in the General Plan and Housing Element.
- √ Housing needs, resources and constraints pertinent to existing and future conditions in Fillmore.

Legislative Findings and Intent

According to Section 65580 of the Government Code, the California legislature made the following findings:

"(a) The availability of housing is of vital statewide importance and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order.

(b) The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.

(c) The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of government.

(d) Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community.

(e) The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the General Plan and the cooperate with other local governments and the state in addressing regional housing needs."

The legislative intent for the preparation of the Housing Element's is declared in Section 65581 of the Government Code:

"(a) To assure that counties and cities recognize their responsibilities in contributing to the attainment of the state housing goal.

(b) To assure that counties and cities will prepare and implement housing elements which, along with federal and state programs, will move toward attainment of the state housing goal.

(c) To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs.

(d) To ensure that each local government cooperates with other local governments in order to address regional housing needs."

Another foundation for the goal statements are the goals that a local housing program must accomplish. These are stated below:

√ Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels.

√ Assist in the development of adequate housing to meet the needs of low- and moderate-income households.

√ Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing.

√ Conserve and improve the condition of the existing affordable housing stock.

√ Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

Community Values

The City's General Plan and Housing Element were recently adopted. Local and regional policies seek to retain a clearly identifiable community, with ample open space and avoidance of urban sprawl. Retaining and achieving an adequate business climate also is an important community value. Residential growth is carefully managed, as projects are evaluated with regard to their economic and environmental impacts.

HOUSING ELEMENT GOALS

As indicated on page 5-1: "Goals are general statements of purpose . . . (they) indicate the general direction that the jurisdiction intends to take with respect to its housing problems". The Fillmore Housing Element goals are organized according to the five goals that a housing program must accomplish: 1) identify adequate sites; 2) develop affordable housing; 3) remove governmental constraints; 4) conserve and improve existing affordable housing; and 5) promote equal housing opportunities.

Identify Adequate Housing Sites

1. Achieve housing unit capacity to meet the City's current and future "share of regional housing needs".

2. Provide for a variety of housing types and styles to meet a diversity of housing needs.

Assist in the Development of Affordable Housing

3. Achieve the maximum feasible number of affordable housing consistent with the share of regional housing needs.

4. Provide for both owner and renter opportunities in the development of new affordable housing.

Removal of Governmental Constraints

5. Create positive local government contributions to the development of all types of housing.

TECHNICAL APPENDIX A
1990 CENSUS OF POPULATION AND HOUSING
SUMMARY TAPE FILE 1

STATE: CALIFORNIA COUNTY: VENTURA PLACE: Fillmore city SUMMARY LEVEL = 155

P1/4. PERSONS BY URBAN/RURAL RESIDENCE
(UNIVERSE: PERSONS)

TOTAL	11992
URBAN:	
INSIDE URBANIZED AREAS	--
OUTSIDE URBANIZED AREAS	--
RURAL	--
NOT DEFINED FOR THIS FILE	11992

P5. SEX
(UNIVERSE: PERSONS)

MALE	6185
FEMALE	5807

P6/7. RACE
(UNIVERSE: PERSONS)

WHITE	9046
BLACK	25
AMERICAN INDIAN, ESKIMO OR ALEUT	94
AMERICAN INDIAN	94
ESKIMO	0
ALEUT	0
ASIAN OR PACIFIC ISLANDER	104
ASIAN:	
CHINESE	6
FILIPINO	28
JAPANESE	17
ASIAN INDIAN	4
KOREAN	19
VIETNAMESE	0
CAMBODIAN	7
HMONG	0
LAOTIAN	0
THAI	4
OTHER ASIAN	13
PACIFIC ISLANDER	
POLYNESIAN:	
HAWAIIAN	4
SAMOAN	0
TONGAN	0
OTHER POLYNESIAN	0
MICRONESIAN:	
GUAMANIAN	0
OTHER MICRONESIAN	1
MELANESIAN	1
PAC. ISL., NOT SPECIFIED	0
OTHER RACE	2723

P2. FAMILIES
(UNIVERSE: FAMILIES)

TOTAL	2763

P13. HISPANIC ORIGIN BY SEX BY AGE
(UNIVERSE: PERSONS OF HISP. ORIGIN)

	MALE	FEMALE
UNDER 1 YEAR	64	82
1 AND 2 YEARS	191	170
3 AND 4 YEARS	162	154
5 YEARS	87	62
6 YEARS	104	62
7 TO 9 YEARS	242	233
10 AND 11 YEARS	164	142
12 AND 13 YEARS	156	141
14 YEARS	70	79
15 YEARS	62	66
16 YEARS	94	73
17 YEARS	85	69
18 YEARS	90	57
19 YEARS	85	51
20 YEARS	92	57
21 YEARS	80	69
22 TO 24 YEARS	226	161
25 TO 29 YEARS	362	294
30 TO 34 YEARS	340	233
35 TO 39 YEARS	273	262
40 TO 44 YEARS	221	172
45 TO 49 YEARS	126	124
50 TO 54 YEARS	119	104
55 TO 59 YEARS	99	98
60 AND 61 YEARS	35	27
62 TO 64 YEARS	45	52
65 TO 69 YEARS	70	69
70 TO 74 YEARS	35	45
75 TO 79 YEARS	29	36
80 TO 84 YEARS	16	16
85 YEARS AND OVER	14	13

P9. HISPANIC ORIGIN
(UNIVERSE: PERSONS)

NOT OF HISPANIC ORIGIN	4881
HISPANIC ORIGIN:	
MEXICAN	6787
PUERTO RICAN	21
CUBAN	16
OTHER HISPANIC	287

P3. HOUSEHOLDS
(UNIVERSE: HOUSEHOLDS)

TOTAL	3400

P8/10. PERSONS BY HISPANIC ORIGIN BY RACE
(UNIVERSE: PERSONS)

NOT OF HISPANIC ORIGIN:	
WHITE	4725
BLACK	7
AMERICAN INDIAN, ESKIMO, OR ALEUT	55
ASIAN OR PACIFIC ISLANDER	88
OTHER RACE	6
HISPANIC ORIGIN	7111
WHITE	4321
BLACK	18
AMERICAN INDIAN, ESKIMO, OR ALEUT	39
ASIAN OR PACIFIC ISLANDER	16
OTHER RACE	2717

P14. SEX BY MARITAL STATUS
(UNIVERSE: PERSONS 15 YEARS & OVER)

	MALE	FEMALE
NEVER MARRIED	1366	914
NOW MARRIED, EXCEPT SEPARATED	2641	2426
SEPARATED	80	93
WIDOWED	109	445
DIVORCED	240	324

P17. PERSONS IN FAMILIES
(UNIVERSE: PERSONS IN FAMILIES)

TOTAL	10557

P17A. PERSONS PER FAMILY
(UNIVERSE: PERSONS IN FAMILIES)

PERSONS PER FAMILY	3.82

P11. AGE (UNIVERSE: PERSONS)

AGE IN YEARS	PERSONS
UNDER 1 YEAR	211
1 AND 2 YEARS	508
3 AND 4 YEARS	441
5 YEARS	224
6 YEARS	225
7 TO 9 YEARS	679
10 AND 11 YEARS	441
12 AND 13 YEARS	418
14 YEARS	207
15 YEARS	184
16 YEARS	215
17 YEARS	206
18 YEARS	196
19 YEARS	201
20 YEARS	211
21 YEARS	190
22 TO 24 YEARS	538
25 TO 29 YEARS	1010
30 TO 34 YEARS	985
35 TO 39 YEARS	929
40 TO 44 YEARS	672
45 TO 49 YEARS	552
50 TO 54 YEARS	397
55 TO 59 YEARS	424
60 AND 61 YEARS	137
62 TO 64 YEARS	217
65 TO 69 YEARS	387
70 TO 74 YEARS	332
75 TO 79 YEARS	286
80 TO 84 YEARS	198
85 YEARS AND OVER	171

P12. PERSONS BY AGE, RACE AND SEX (UNIVERSE: PERSONS)

	WHITE		BLACK		AMERICAN INDIAN, ESKIMO OR ALEUT		ASIAN OR PACIFIC ISLANDER		OTHER RACE	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
UNDER 1 YEAR	81	83	0	0	0	2	0	1	18	26
1 AND 2 YEARS	198	167	0	1	4	1	0	1	70	66
3 AND 4 YEARS	153	170	0	2	0	0	2	5	64	45
5 YEARS	93	86	0	1	2	1	2	1	18	20
6 YEARS	100	60	0	0	1	0	1	2	35	26
7 TO 9 YEARS	267	230	0	0	1	4	5	3	78	9
10 AND 11 YEARS	162	129	0	1	2	2	5	2	69	65
12 AND 13 YEARS	160	137	4	1	2	2	2	1	51	56
14 YEARS	73	73	1	1	0	0	1	1	24	3
15 YEARS	61	64	0	0	0	3	4	0	26	2
16 YEARS	74	64	1	1	2	2	1	0	39	3
17 YEARS	87	65	0	0	0	1	2	2	22	2
18 YEARS	84	49	1	0	0	1	0	0	31	3
19 YEARS	84	62	0	0	2	0	1	2	29	2
20 YEARS	85	60	0	0	1	0	0	0	38	2
21 YEARS	66	66	0	0	0	1	0	1	32	2
22 TO 24 YEARS	209	160	0	1	2	1	0	5	84	7
25 TO 29 YEARS	401	363	1	0	2	2	2	5	132	10
30 TO 34 YEARS	409	346	1	0	3	6	3	9	124	8
35 TO 39 YEARS	360	332	1	3	6	5	3	7	110	10
40 TO 44 YEARS	266	231	0	0	5	4	1	5	90	7
45 TO 49 YEARS	201	224	1	1	3	1	1	3	62	5
50 TO 54 YEARS	146	153	1	0	2	3	1	0	54	3
55 TO 59 YEARS	171	160	0	0	1	3	2	1	44	4
60 AND 61 YEARS	53	63	0	0	1	0	0	0	12	
62 TO 64 YEARS	95	85	0	0	1	1	0	1	13	2
65 TO 69 YEARS	160	171	0	0	0	3	0	1	27	2
70 TO 74 YEARS	110	182	0	0	0	2	1	0	16	2
75 TO 79 YEARS	118	137	0	0	0	0	1	0	9	2
80 TO 84 YEARS	76	114	0	0	0	0	2	0	5	
85 YEARS AND OVER	50	107	0	0	0	0	2	0	6	

STATE: CALIFORNIA COUNTY: VENTURA PLACE: Fillmore city SUMMARY LEVEL = 155

P15. HOUSEHOLD TYPE AND RELATIONSHIP
(UNIVERSE: PERSONS)

IN FAMILY HOUSEHOLDS:	
HOUSEHOLDER	2763
SPOUSE	2231
CHILD:	
NATURAL-BORN OR ADOPTED	4393
STEPCHILD	185
GRANDCHILD	261
OTHER RELATIVES	724
NONRELATIVES	346
IN NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	533
HOUSEHOLDER NOT LIVING ALONE	104
NONRELATIVES	175
IN GROUP QUARTERS:	
INSTITUTIONALIZED PERSONS	90
OTHER PERSONS IN GROUP QUARTERS	187

P16. HOUSEHOLD SIZE AND HOUSEHOLD TYPE
(UNIVERSE: HOUSEHOLDS)

1 PERSON:	
MALE HOUSEHOLDER	182
FEMALE HOUSEHOLDER	351
2 OR MORE PERSONS:	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	1321
NO RELATED CHILDREN	910
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	98
NO RELATED CHILDREN	75
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	243
NO RELATED CHILDREN	116
NONFAMILY HOUSEHOLDS:	
MALE HOUSEHOLDER	74
FEMALE HOUSEHOLDER	30

P20. HOUSEHOLD TYPE
(UNIVERSE: HOUSEHOLDS WITH HOUSEHOLDER OF HISPANIC ORIGIN)

FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	819
NO RELATED CHILDREN	258
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	65
NO RELATED CHILDREN	44
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	157
NO RELATED CHILDREN	50
NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	108
HOUSEHOLDER NOT LIVING ALONE	35

P18. AGE OF HOUSEHOLD MEMBERS BY HOUSEHOLD TYPE
(UNIVERSE: HOUSEHOLDS)

HOUSEHOLDS WITH 1 OR MORE PERSONS UNDER 18 YEARS:	
FAMILY HOUSEHOLDS:	
MARRIED COUPLE FAMILY	1328
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT	100
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT	245
NONFAMILY HOUSEHOLDS:	
MALE HOUSEHOLDER	16
FEMALE HOUSEHOLDER	3
HOUSEHOLDS WITH NO PERSONS UNDER 18 YEARS	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY	903
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT	73
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT	114
NONFAMILY HOUSEHOLDS:	
MALE HOUSEHOLDER	240
FEMALE HOUSEHOLDER	378

P21. HOUSEHOLD TYPE AND RELATIONSHIP
(UNIVERSE: PERSONS UNDER 18 YEARS)

IN HOUSEHOLDS:	
HOUSEHOLDER OR SPOUSE	1
OWN CHILD:	
IN MARRIED-COUPLE FAMILY	2898
IN OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT	149
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT	455
OTHER RELATIVES	359
NONRELATIVES	86
IN GROUP QUARTERS:	
INSTITUTIONALIZED PERSONS	0
OTHER PERSONS IN GROUP QUARTERS	11

P24/25. HOUSEHOLDS BY HOUSEHOLD SIZE/TYPE BY AGE OF MEMBERS (UNIVERSE: HOUSEHOLDS)

HOUSEHOLDS WITH:	1-PERS-HSEHLD	2-OR-MORE-PERSONS HSEHLD FAMILY	2-OR-MORE-PERSONS HSEHLD NON-FAMILY
1 OR MORE PERSONS 60 YEARS AND OVER	350	759	21
NO PERSONS 60 YEARS AND OVER	183	2004	83
1 OR MORE PERSONS 65 YEARS AND OVER	312	593	18
NO PERSONS 65 YEARS AND OVER	221	2170	86

P26. HOUSEHOLD TYPE
(UNIVERSE: HOUSEHOLDS)

HOUSEHOLDS WITH 1 OR MORE NONRELATIVES	333
HOUSEHOLDS WITH NO NON-RELATIVES	3067

STATE: CALIFORNIA COUNTY: VENTURA PLACE: Fillmore city SUMMARY LEVEL = 155

P19. RACE OF HOUSEHOLDER BY HOUSEHOLD TYPE (UNIVERSE: HOUSEHOLDS)

WHITE:	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	973
NO RELATED CHILDREN	801
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	65
NO RELATED CHILDREN	54
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	189
NO RELATED CHILDREN	91
NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	497
HOUSEHOLDER NOT LIVING ALONE	95
BLACK:	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	3
NO RELATED CHILDREN	0
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	0
NO RELATED CHILDREN	0
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	1
NO RELATED CHILDREN	0
NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	0
HOUSEHOLDER NOT LIVING ALONE	0
AMERICAN INDIAN, ESKIMO, OR ALEUT:	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	15
NO RELATED CHILDREN	4
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	0
NO RELATED CHILDREN	0

(CONTINUED)

P19. (CONTINUED)

FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	3
NO RELATED CHILDREN	2
NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	4
HOUSEHOLDER NOT LIVING ALONE	0
ASIAN OR PACIFIC ISLANDER	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	7
NO RELATED CHILDREN	6
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	2
NO RELATED CHILDREN	1
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	3
NO RELATED CHILDREN	2
NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	3
HOUSEHOLDER NOT LIVING ALONE	1
OTHER RACE	
FAMILY HOUSEHOLDS:	
MARRIED-COUPLE FAMILY:	
WITH RELATED CHILDREN	323
NO RELATED CHILDREN	99
OTHER FAMILY:	
MALE HOUSEHOLDER, NO WIFE PRESENT:	
WITH RELATED CHILDREN	31
NO RELATED CHILDREN	20
FEMALE HOUSEHOLDER, NO HUSBAND PRESENT:	
WITH RELATED CHILDREN	47
NO RELATED CHILDREN	21
NONFAMILY HOUSEHOLDS:	
HOUSEHOLDER LIVING ALONE	29
HOUSEHOLDER NOT LIVING ALONE	8

P22. RELATIONSHIP AND AGE (UNIVERSE: PERSONS UNDER 18)

IN HOUSEHOLDS:	
HOUSEHOLDER OR SPOUSE	1
RELATED CHILD:	
OWN CHILD:	
UNDER 3 YEARS	595
3 AND 4 YEARS	394
5 YEARS	202
6 TO 11 YEARS	1236
12 AND 13 YEARS	382
14 YEARS	186
15 TO 17 YEARS	507
OTHER RELATIVES:	
UNDER 3 YEARS	104
3 AND 4 YEARS	32
5 YEARS	14
6 TO 11 YEARS	86
12 AND 13 YEARS	31
14 YEARS	15
15 TO 17 YEARS	77
NONRELATIVES:	
UNDER 3 YEARS	17
3 AND 4 YEARS	14
5 YEARS	7
6 TO 11 YEARS	20
12 AND 13 YEARS	5
14 YEARS	6
15 TO 17 YEARS	17
IN GROUP QUARTERS	
INSTITUTIONALIZED PERSONS:	
UNDER 3 YEARS	0
3 AND 4 YEARS	0
5 YEARS	0
6 TO 11 YEARS	0
12 AND 13 YEARS	0
14 YEARS	0
15 TO 17 YEARS	0
OTHER PERSONS IN GROUP QUARTERS:	
UNDER 3 YEARS	3
3 AND 4 YEARS	1
5 YEARS	1
6 TO 11 YEARS	3
12 AND 13 YEARS	0
14 YEARS	0
15 TO 17 YEARS	3

STATE: CALIFORNIA COUNTY: VENTURA PLACE: Fillmore city SUMMARY LEVEL = 155

P23. HOUSEHOLD TYPE AND RELATIONSHIP
(UNIVERSE: PERSONS 65 YEARS AND OVER)

IN FAMILY HOUSEHOLDS:	
HOUSEHOLDER	492
SPOUSE	345
OTHER RELATIVES	104
NONRELATIVES	7
IN NONFAMILY HOUSEHOLDS:	
MALE HOUSEHOLDER	
LIVING ALONE	62
NOT LIVING ALONE	9
FEMALE HOUSEHOLDER:	
LIVING ALONE	250
NOT LIVING ALONE	8
NONRELATIVES	8
IN GROUP QUARTERS:	
INSTITUTIONALIZED PERSONS	88
OTHER PERSONS IN GROUP QUARTERS	1

H1/4. HOUSING UNITS BY URBAN AND RURAL
(UNIVERSE: HOUSING UNITS)

TOTAL	3528
URBAN:	
INSIDE URBANIZED AREA	--
OUTSIDE URBANIZED AREA	--
RURAL	--
NOT DEFINED FOR THIS FILE	3528

H2. OCCUPANCY STATUS
(UNIVERSE: HOUSING UNITS)

OCCUPIED	3400
VACANT	128

H5. VACANCY STATUS
(UNIVERSE: VACANT HOUSING UNITS)

FOR RENT	59
FOR SALE ONLY	23
RENTED OR SOLD, NOT OCCUPIED	21
FOR SEASONAL, RECREATIONAL OR OCCASIONAL USE	2
FOR MIGRANT WORKERS	0
OTHER VACANT	23

P27. HOUSEHOLD TYPE AND HOUSEHOLD SIZE
(UNIVERSE: HOUSEHOLDS)

FAMILY HOUSEHOLDS:	
2 PERSONS	784
3 PERSONS	533
4 PERSONS	577
5 PERSONS	372
6 PERSONS	225
7 OR MORE PERSONS	272
NONFAMILY HOUSEHOLDS:	
1 PERSON	533
2 PERSONS	74
3 PERSONS	13
4 PERSONS	6
5 PERSONS	4
6 PERSONS	3
7 OR MORE PERSONS	4

H3/9. TENURE BY RACE OF HOUSEHOLDER
(UNIVERSE: OCCUPIED HOUSING UNITS)

OWNER OCCUPIED	2111
WHITE	1774
BLACK	2
AMERICAN INDIAN, ESKIMO OR ALEUT	11
ASIAN OR PACIFIC ISLANDER	16
OTHER RACE	308
RENTER OCCUPIED	1289
WHITE	991
BLACK	2
AMERICAN INDIAN, ESKIMO OR ALEUT	17
ASIAN OR PACIFIC ISLANDER	9
OTHER RACE	270

H6. BOARDED-UP STATUS
(UNIVERSE: VACANT HOUSING UNITS)

BOARDED UP	1
NOT BOARDED UP	127

H7. USUAL HOME ELSEWHERE
(UNIVERSE: VACANT HOUSING UNITS)

VACANT, US[illegible] HOME ELSEWHERE	4
ALL OTHER [illegible]ANT	124

P28. GROUP QUARTERS
(UNIVERSE: PERSONS IN GROUP QUARTERS)

INSTITUTIONALIZED PERSONS:	
CORRECTIONAL INSTITUTIONS	0
NURSING HOMES	90
MENTAL (PSYCHIATRIC) HOSPITALS	0
JUVENILE INSTITUTIONS	0
OTHER INSTITUTIONS	0
OTHER PERSONS IN GROUP QUARTERS:	
COLLEGE DORMITORIES	0
MILITARY QUARTERS	0
EMERGENCY SHELTERS FOR HOMELESS	0
VISIBLE IN STREET LOCATIONS	0
OTHER NONINSTITUTIONAL GROUP QUARTERS	187

H8. RACE OF HOUSEHOLDER
(UNIVERSE: OCCUPIED HOUSING UNITS)

WHITE	2765
BLACK	4
AMERICAN INDIAN, ESKIMO OR ALEUT	28
ASIAN OR PACIFIC ISLANDER	25
OTHER RACE	578

H10. HISPANIC ORIGIN OF HOUSEHOLDER BY RACE OF HOUSEHOLDER
(UNIVERSE: OCCUPIED HOUSING UNITS)

NOT OF HISPANIC ORIGIN:	
WHITE	1818
BLACK	2
AMERICAN INDIAN, ESKIMO OR ALEUT	19
ASIAN OR PACIFIC ISLANDER	23
OTHER RACE	2
HISPANIC ORIGIN:	
WHITE	947
BLACK	2
AMERICAN INDIAN, ESKIMO OR ALEUT	9
ASIAN OR PACIFIC ISLA[illegible]	2
OTHER RACE	576

STATE: CALIFORNIA COUNTY: VENTURA PLACE: Fillmore city SUMMARY LEVEL - 15

H11. TENURE BY RACE OF HOUSEHOLDER
(UNIVERSE: OCCUPIED HOUSING UNITS WITH HOUSEHOLDER OF HISPANIC ORIGIN)

OWNER OCCUPIED:	
WHITE	455
BLACK	2
AMERICAN INDIAN, ESKIMO OR ALEUT	3
ASIAN OR PACIFIC ISLANDER	1
OTHER RACE	306
RENTER OCCUPIED:	
WHITE	492
BLACK	0
AMERICAN INDIAN, ESKIMO OR ALEUT	6
ASIAN OR PACIFIC ISLANDER	1
OTHER RACE	270

H16. AGGREGATE ROOMS BY VACANCY STATUS
(UNIVERSE: VACANT HOUSING UNITS)

TOTAL:	
FOR RENT	236
FOR SALE ONLY	156
RENTED OR SOLD, NOT OCCUPIED	125
FOR SEASONAL, RECREATIONAL, OR OCCASIONAL USE	11
FOR MIGRANT WORKERS	0
OTHER VACANT	95

H19/20. AGGREGATE PERSONS BY TENURE
(UNIVERSE: PERSONS IN OCCUPIED HOUSING UNITS)

TOTAL	11715
OWNER OCCUPIED	6873
RENTER OCCUPIED	4842

H21. PERSONS PER ROOM
(UNIVERSE: OCCUPIED HOUSING UNITS)

0.50 OR LESS	1509
0.51 TO 1.00	1115
1.01 TO 1.50	341
1.51 TO 2.00	212
2.01 OR MORE	223

H12. TENURE BY AGE OF HOUSEHOLDER
(UNIVERSE: OCCUPIED HOUSING UNITS)

OWNER OCCUPIED:	
15 TO 24 YEARS	20
25 TO 34 YEARS	293
35 TO 44 YEARS	468
45 TO 54 YEARS	340
55 TO 64 YEARS	337
65 TO 74 YEARS	328
75 YEARS AND OVER	325
RENTER OCCUPIED:	
15 TO 24 YEARS	127
25 TO 34 YEARS	439
35 TO 44 YEARS	307
45 TO 54 YEARS	162
55 TO 64 YEARS	86
65 TO 74 YEARS	89
75 YEARS AND OVER	79

H17. PERSONS IN UNIT
(UNIVERSE: OCCUPIED HOUSING UNITS)

1 PERSON	533
2 PERSONS	858
3 PERSONS	546
4 PERSONS	583
5 PERSONS	376
6 PERSONS	228
7 PERSONS	276

H17A. PERSONS PER OCCUPIED HOUSING UNIT
(UNIVERSE: OCCUPIED HOUSING UNITS)

PERSONS PER OCCUPIED HOUSING UNIT	3.45

H22. TENURE BY PERSONS PER ROOM
(UNIVERSE: OCCUPIED HOUSING UNITS)

OWNER OCCUPIED:	
0.50 OR LESS	1158
0.51 TO 1.00	636
1.01 TO 1.50	165
1.51 TO 2.00	78
2.01 TO MORE	74
RENTER OCCUPIED:	
0.50 OR LESS	351
0.51 TO 1.00	479
1.01 TO 1.50	176
1.51 TO 2.00	134
2.01 OR MORE	149

H13/14. ROOMS
(UNIVERSE: HOUSING UNITS)

TOTAL	1705
1 ROOM	8
2 ROOMS	265
3 ROOMS	49
4 ROOMS	60
5 ROOMS	81
6 ROOMS	73
7 ROOMS	33
8 ROOMS	12
9 OR MORE ROOMS	6

H15. AGGREGATE ROOMS BY TENURE
(UNIVERSE: OCCUPIED HOUSING UNITS

TOTAL:	
OWNER OCCUPIED	1142
RENTER OCCUPIED	500

H18. TENURE BY PERSONS IN UNIT
(UNIVERSE: OCCUPIED HOUSING UNITS

OWNER OCCUPIED:	
1 PERSONS	33
2 PERSONS	64
3 PERSONS	31
4 PERSONS	33
5 PERSONS	21
6 PERSONS	11
7 OR MORE PERSONS	14
RENTER OCCUPIED:	
1 PERSON	20
2 PERSONS	21
3 PERSONS	22
4 PERSONS	24
5 PERSONS	16
6 PERSONS	10
7 OR MORE PERSONS	12

H18A. PERSONS PER OCCUPIED HOUSING UNI
BY TENURE
(UNIVERSE: OCCUPIED HOUSING UNITS

OWNER OCCUPIED	3.2
RENTER OCCUPIED	3.7

STATE: CALIFORNIA COUNTY: VENTURA PLACE: Fillmore city SUMMARY LEVEL = 155

H23. VALUE
(UNIVERSE: SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

LESS THAN $15,000	6
$15,000 TO $19,999	3
$20,000 TO $24,999	2
$25,000 TO $29,999	2
$30,000 TO $34,999	4
$35,000 TO $39,999	2
$40,000 TO $44,999	0
$45,000 TO $49,999	7
$50,000 TO $59,999	10
$60,000 TO $74,999	20
$75,000 TO $99,999	72
$100,000 TO $124,999	79
$125,000 TO $149,999	126
$150,000 TO $174,999	263
$175,000 TO $199,999	411
$200,000 TO $249,999	403
$250,000 TO $299,999	165
$300,000 TO $399,999	68
$400,000 TO $499,999	26
$500,000 OR MORE	6

H23A/B/C/24. VALUE
(UNIVERSE: SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

AGGREGATE VALUE	330163000
LOWER VALUE QUARTILE	158200
UPPER VALUE QUARTILE	230900
MEDIAN VALUE	189700

H30. VACANCY STATUS
(UNIVERSE: VACANT HOUSING UNITS)

SPECIFIED VACANT FOR RENT	57
SPECIFIED VACANT FOR SALE ONLY	18
ALL OTHER VACANTS	53

H31. AGGREGATE PRICE ASKED
(UNIVERSE: SPECIFIED VACANT-FOR-SALE ONLY HOUSING UNITS)

TOTAL	4262500

H38. AGGREGATE RENT ASKED
(UNIVERSE: SPECIFIED VACANT-FOR-RENT HOUSING UNITS)

TOTAL	31767

H25. RACE OF HOUSEHOLDER
(UNIVERSE: SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

WHITE	1383
BLACK	2
AMERICAN INDIAN, ESKIMO, OR ALEUT	9
ASIAN OR PACIFIC ISLANDER	16
OTHER RACE	265

H26. AGGREGATE VALUE BY RACE OF HOUSEHOLDER
(UNIVERSE: SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

TOTAL:	
WHITE	277611500
BLACK	325000
AMERICAN INDIAN, ESKIMO, OR ALEUT	2237500
ASIAN OR PACIFIC ISLANDER	2972500
OTHER RACE	47016500

H32. CONTRACT RENT (UNIVERSE: SPECIFIED RENTER-OCCUPIED HOUSING UNITS)

WITH CASH RENT:	
LESS THAN $100	2
$100 TO $149	26
$150 TO $199	56
$200 TO $249	53
$250 TO $299	42
$300 TO $349	66
$350 TO $399	60
$400 TO $449	85
$450 TO $499	97
$500 TO $549	111
$550 TO $599	66
$600 TO $649	99
$650 TO $699	117
$700 TO $749	80
$750 TO $999	250
$1,000 OR MORE	14
NO CASH RENT	23

H32A/B/C/33. CONTRACT RENT
(UNIVERSE: SPECIFIED RENTER-OCCUPIED HOUSING UNITS PAYING CASH RENT)

AGGREGATE RENT	691828
LOWER CONT. RENT QUARTILE	401
UPPER CONT. RENT QUARTILE	724
MEDIAN CONTRACT RENT	561

H27. HISPANIC ORIGIN OF HOUSEHOLDER
(UNIVERSE: SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

NOT OF HISPANIC ORIGIN	1000
HISPANIC ORIGIN	675

H28. AGGREGATE VALUE BY HISPANIC ORIGIN OF HOUSEHOLDER
(UNIVERSE: SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

TOTAL:	
NOT OF HISP. ORIGIN	203321500
HISPANIC ORIGIN	126841500

H29. AGGREGATE VALUE BY UNITS IN STRUCTURE
(UNIVERSE: OWNER-OCCUPIED HOUSING UNITS)

TOTAL:	
1, DETACHED	338493000
1, ATTACHED	11272500
2	2540000
3 OR MORE	3720000
MOBILE HOME OR TRAILER	17932500
OTHER	1719000

H34. RACE OF HOUSEHOLDER
(UNIVERSE: SPECIFIED RENTER-OCCUPIE HOUSING UNITS PAYING CASH RENT)

WHITE	947
BLACK	2
AMERICAN INDIAN, ESKIMO OR ALEUT	17
ASIAN OR PACIFIC ISLANDER	9
OTHER RACE	249

H35. AGGREGATE CONTRACT RENT BY RACE OF HOUSEHOLDER
(UNIVERSE: SPECIFIED RENTER-OCCUPIE HOUSING UNITS PAYING CASH RENT)

TOTAL:	
WHITE	539894
BLACK	1388
AMERICAN INDIAN, ESKIMO OR ALEUT	10166
ASIAN OR PACIFIC ISLANDER	5089
OTHER RACE	135291

TECHNICAL APPENDIX B
CHECKLIST TO CONFIRM LACK OF AT-RISK UNITS PURSUANT TO GOVERNMENT CODE SECTION 65583 (A)(8)

Attachment A

CHECKLIST TO CONFIRM LACK OF AT-RISK UNITS PURSUANT TO GOVERNMENT CODE SECTION 65583(A)(8)

Jurisdiction City of Fillmore Date March 3, 1992

1. HUD programs:

Section 8 Lower-Income Rental Assistance project-based programs:
- New Construction
- Substantial or Moderate Rehabilitation
- Property Disposition
- Loan Management Set-Aside

Section 101 Rent Supplements
Section 213 Cooperative Housing Insurance
Section 221(d)(3) Below-Market-Interest-Rate Mortgage Insurance Program
Section 236 Interest Reduction Payment Program
Section 202 Direct Loans for Elderly or Handicapped

XX there are no such units for our jurisdiction listed in the Inventory of Federally Subsidized Rental Units At Risk of Conversion, 1990 or subsequent updated information made available by HPD.

____ units for our jurisdiction in the above inventory are not at risk during the ten-year analysis period; no units are at risk until _____ (year).

2. Community Development Block Grant program (CDBG)

____ jurisdiction has not used CDBG funds

XX jurisdiction has not used CDBG funds for multifamily rental units

____ although CDBG funds have been used for multifamily rental rehabilitation, staff responsible for this program indicate there are no affected units because _____.

3. Redevelopment programs

____ jurisdiction does not have a redevelopment agency

XX redevelopment funds have not been used on multifamily rental units; or

Conservation and Improvement of the Existing Affordable Housing Stock

6. Improve the physical quality of the existing stock through rehabilitation and replacement.

7. Preserve the existing supply of affordable housing units including mobile homes, apartment housing, and Section 8 assisted housing.

Promote Equal Housing Opportunities

8. Achieve open and fair housing for all current and future population groups residing in the City.

POLICIES

As indicated on page 5-1: "Policies provide a link between housing goals and programs; they guide and shape actions taken to meet the housing objectives". The Element's policy statements describe the manner in which the City will endeavor to reach the stated goals and satisfy unmet housing needs. Consequently, "policies" are derived from past and current practices of the City; available and appropriate resources; and the requirements of State law that pertain to or affect the content of a housing element. The Fillmore policies are organized according to the same five major topics as were the goal statements.

Identify Adequate Housing Sites

1. Continue to implement the recently adopted Land Use Element which establishes the community's current and future residential sites.

2. Acquire, as appropriate, sites for housing including affordable housing development.

Assist in the Development of Affordable Housing

3. Implement Statewide legislation providing incentives for the production of affordable housing such as density bonus and second units.

4. Encourage the development of a variety of housing types to meet a full range of population and special group needs.

Remove Governmental Constraints

5. Provide local incentives such as fee deferrals and fast track processing to encourage the development of affordable housing.

6. Encourage the development of affordable housing through flexible planning strategies such as specific plans.

Conserve and Improve Existing Affordable Housing Stock

7. Continue to implement the City's Housing Rehabilitation Programs which is financed by the Redevelopment Agency's 20% set-aside funds.

8. Implement the City's Housing Replacement Program.

Promote Equal Housing Opportunities

9. Support the fair housing efforts of local and countywide groups as appropriate.

10. Ensure that fair housing laws are implemented in any developments supported by the City and/or Redevelopment Agency.

QUANTIFIED OBJECTIVES

According to State law, numerical targets must be set forth in a housing element with regard to:

√ Conservation
√ Rehabilitation
√ Construction

Quantified objectives need not match exactly housing need. According to Section 65583 (b) of the Government Code:

> *"It is recognized that the total housing needs identified pursuant to subdivision (a) may exceed available resources and the community's ability to satisfy this need within the content of the general plan requirements outlined in Article 5 (commencing with Section 65300). Under these circumstances, the quantified objectives need not be identical to the identified existing housing needs, but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five-year time frame."*

Conservation

1. Continue to provide Section 8 rental assistance to needy households in cooperation with the Ventura County Areawide Housing Authority.

2. Conserve affordable rental housing through the City's condominium conversion policy.

Rehabilitation

3. Rehabilitate 15 substandard housing units annually and 75 during the 5-year period from 1989 to 1994.

4. Replace 12 to 15 affordable housing units during the 5-year planning period from 1989 to 1994.

Construction

5. Achieve the construction of 339 housing units during the 5-year planning period.

6. Facilitate the development of new housing in proportion to the income group needs as projected by SCAG.

Between July 1989 and January 1992, 144 housing units have been constructed — 132 were "above-moderate" and 12 "moderate income" housing units. To meet the balance of the regional share need, 195 housing units would need to be developed with the following income distribution:

√	Moderate	79 units
√	Low	71 units
√	Very Low	45 units
		195 units

The "moderate-income" housing needs would be met by the following programs: 1) 30 new housing units affordable to first-time home buyers at the "Specific Plan" site; and 2) 51 housing units scattered in other developments in the City and assisted by financial programs available from CHFA, Federal Home Loan Bank, and other lending institutions with programs designed to meet their obligations under the provisions of the Community Reinvestment Act.

The "low-income" housing needs would be met by the construction of an apartment development of 70-88 dwelling units which is now being processed by the Community Development Department. That development will offer two-bedroom units at monthly rents of $650-$675. In Ventura County, the monthly rent for a 2-bedroom unit is $700 at 65% of the area (County) median income. Thus, these housing units would be affordable to persons and families with low incomes.

The "very low" income housing needs would be met by the following programs: 1) reserving a portion of the units in the above noted development for very low households; and/or 2) providing additional affordable dwellings by establishing new ordinances to allow density bonuses, second units, and inclusionary zoning. With regard to item #1, it should be noted that the monthly rent for a 2-bedroom unit is $545 at 50% of the area (County) median. It may be possible that Section 8 rental assistance could be available to bridge the difference between the $650 monthly market rent and the rent that could be afforded by very low households.

Based on the above stated information, the qualified objectives meet the RHNA figures and targets as listed:

Income Group	Quantified Objectives Number of Housing Units
Above Moderate	132
Moderate	91
Low	71
Very Low	45
	339

6.
5-YEAR HOUSING PROGRAM

CONSERVE AND IMPROVE EXISTING HOUSING

Structural Conservation and Rehabilitation

Code Enforcement

Program Description: The purpose of the City's code enforcement program is to ensure the health and safety of the City's residents. The City employs a Code Enforcement Officer who reviews code violations on a survey and complaint basis. Examples of these code violations include families living in illegal units, such as garages and recreational vehicles, construction of illegal buildings, families living in buildings unsafe for habitation, abatement of vehicles, and water conservation violations.

Responsible Agency: This program is implemented by the City of Fillmore code enforcement officer.

Implementation Schedule: This program is conducted on a on-going basis.

Quantified Objective: Not applicable.

Funding Source: The City's code enforcement officer is funded by the Redevelopment Agency.

Housing Rehabilitation

Program Description: This program offers several financial approaches -- grants and interest subsidies -- on a deferred loan basis primarily. The Housing Rehabilitation Program (HRP) was funded in the amount of $375,000 for FY 1989-1990 through the Redevelopment Agency's 20% set-aside funds. As reported in March 1992, twenty-five applications have been funded and another six are in process. The recipients of the program have had the following income distribution: very-low, 39%; low, 42%; and moderate, 19%. A second allocation of $300,000 has been made to support the services of this program for FY 1990-1991 and a third allocation of $150,000 for FY 1991-1992.

Responsible Agency: The Areawide Housing Authority administers the program on behalf of the City Redevelopment Agency. A loan committee has been created by the City to review loan applications.

Implementation Schedule: On-going.

Quantified Objectives: The quantitative objective for this program is to facilitate the rehabilitation of 15 housing units annually or 75 dwellings during the 5-year housing program.

Funding Source: Funding is provided by the Fillmore Redevelopment Agency 20% set-aside funds.

Housing Replacement

Program Description: The program was initiated in early 1991 to offer an alternative to the costly rehabilitation of severely deteriorated structures and to remove a governmental constraint. Rehabilitation loan requests of more than $15,000 are automatically reviewed by the City to determine if replacement rather than repair is a more cost-efficient strategy. If rehabilitation costs approach replacement costs, the unit will be recommended for replacement. The City would determine acceptable construction types to address safety, neighborhood compatibility and cost. (Manufactured, modular and panelized housing are all cost effective housing types.) The City's Housing Division would offer the property owner a list of acceptable contractors from which to choose. The Housing Division will handle the loan processing and construction inspections in the same manner now authorized. Temporary relocation costs could be included as a part of the loan amount.

The Zoning Code currently has minimum floor area requirements for housing units in the Agricultural and Residential zones. The minimum requirements for single family dwellings range from 1,000 to 1,500 square feet, depending on lot size, number of units in development, etc. In the past, when smaller housing units were recommended for substantial rehabilitation, they had to be brought up to code. As the Zoning Code was written, some units could not be rehabilitated or replaced. An amendment to the Zoning Code was processed in 1991 to allow the rehabilitation of small units without bringing

them up to the minimum square footage. The amendment also allows the replacement of these small units with similarly sized units.

Responsible Agency: This new program is implemented by the Fillmore Redevelopment Agency and the City's Housing Division.

Implementation Schedule: The replacement program is on-going.

Quantified Objectives: The quantified objective is to replace on a yearly basis three to five severely deteriorated units that could not be economically rehabilitated. The quantified objective over the 5-year planning period is 15-25 housing units.

Transitional Residential Areas

Program Description: The City's General Plan identifies a "transitional residential" overlay which is intended to allow for the potential for change in two areas:

- √ The North Fillmore neighborhood;
- √ The recently purchased railroad property and surrounding properties between Central Avenue and Pole Creek.

The TR designation allows up to 11 units per acre. Under the TR designation, all new development proposals are to be reviewed by the Planning Commission under the Residential-Planned Development (R-PD) process.

A new zoning code amendment will be enacted to implement the "Transitional Residential" land use category. The "transitional zone" will be a new zone district with development standards suited particularly to the North Fillmore neighborhood. Currently, many lots and structures in these target areas are non-conforming. Consequently, they cannot be improved or enlarged. It is the intent of the transitional residential overlay zone to provide appropriate standards that would allow building improvements to retain this existing supply of affordable housing. Specific standards have not been developed as yet. The City will consider standards for reduced lot size, zero lot line setbacks, reduced minimum unit size and modifications to parking requirements.

Responsible Agency: The City of Fillmore Community Development Department and the Planning Commission will be responsible for the implementation of this program.

Implementation Schedule: The new zone district will be established within a two-year period (mid-year 1993).

Quantified Objective: Enact a zoning ordinance amendment.

Funding Source: General fund.

Affordability Conservation

Condominium Conversion Policy

Program Description: The City presently implements a General Plan policy that the "conversion of rental units to ownership shall be evaluated for impacts on current tenants and the City's rental market." The City will enact policies and procedures for implementing this policy such as prohibition of conversions if there is a low rental vacancy rate, possible payment of relocation costs if tenants are displaced, development standards for converted apartment units, and density bonus law pertaining to the provision of affordable units in a converted development.

Responsible Agency: This program will be implemented by the Fillmore Community Development Department.

Implementation Schedule: This program will be implemented before the end of 1992.

Quantified Objective: Enact ordinance and procedures.

Funding Source: Redevelopment Fund.

Section 8 Rental Assistance

Program Description: This program assists current lower income households by limiting housing costs as a percentage of income to 30% or less. The program is financed by the U.S. Department of Housing and Urban Development and is implemented locally by the Areawide Housing Authority. That Agency reported 329 lower income households being assisted in Fillmore as of May 1991:

- √ 67 — 0-1 bedrooms
- √ 167 — 2 bedrooms
- √ 95 — 3+ bedrooms

Responsible Agency: The Section 8 assistance program is implemented by the County Areawide Housing Authority.

Implementation Schedule: On-going.

Quantified Objective: The quantified objective is to continue to assist 329 households.

Funding Source: The Section 8 program is funded by the U.S. Department of Housing and Urban Development.

ASSIST IN LOW/MODERATE INCOME HOUSING DEVELOPMENT

Federal and State Subsidy Programs

Density Bonus Ordinance and Implementation

Program Description: Government Code Section 65915 provides that a local governmental shall grant a density bonus of at least 25%, and an additional incentive, or financially equivalent incentive(s), to a developer of a housing development agreeing to construct at least:

a) 20% of the units for lower-income households; or
b) 10% of the units for very low-income households; or
c) 50% of the units for senior citizens.

These alternatives are referred to as "the target households". A primary effect of the amendments to Government Code Section 65915 is that the density bonus or incentives can be used only for contributing to the feasibility of providing units for lower-income households and seniors.

Adoption of an implementing ordinance by each jurisdiction is required. As part of the 5-year program, the City will prepare and implement a density bonus ordinance in 1992. An ordinance according to the State Department of Housing and Community Development must specify which of the following three types of developer incentives will be provided; one of the types must include procedures for modifying development and zoning standards:

1. Modify Development Standards:

   √ Reduce site development standards, e.g., street widths or paving, curbs/gutters, location of public works improvements, landscaping.

   √ Modify zoning code requirements, e.g., open space, minimum lot size, setbacks, parking standards.

   √ Reduce or eliminate any design requirements exceeding state building code standards, e.g., restrictions on roofing materials.

2. Permit Mixed-Use Zoning Within Housing Development: Allow non-residential uses along with residential if mixed use can reduce housing costs over housing-only on a site, e.g., uses which might qualify for off-site parking and/or parking in-lieu fees.

3. Allow Other Regulatory Incentives: Allow other measures which can be shown to result in cost reductions, e.g., additional density bonus, expedited processing, use of redevelopment funds or powers, or other public financing (there is, however, no requirement to offer direct financial assistance).

The ordinance should identify those provisions which will be included in a binding agreement with the project developer. The ordinance could also specify the type(s) of instruments which will be used to secure these provisions. Such instruments might include Development Agreements (pursuant to Government Code Section 65865), or other types of contractual agreements recorded as deed restrictions running with the property. Minimum provisions to be secured with a developer for reserved units include:

√ Number of units by number of bedrooms;

√ Standards for maximum qualifying household incomes;

√ Standards for maximum rents or sales prices;

√ Party/process responsible for certifying tenant incomes;

√ How vacancies will be marketed and filled; and

√ Restrictions and enforcement mechanisms binding on property upon sale or transfer.

State density bonus law is based on the premise that "local governments must offer the private sector incentives for the development of affordable housing . . . "(Chapter 842, Statutes of 1989, Section 1.) A key feature of the 1989 amendments requires provision of at least one additional incentive in addition to a minimum density bonus. Section 65917 places the burden on the jurisdiction for these incentives to "contribute significantly" (emphasis added) to the economic feasibility of lower-income housing in proposed developments." This means the incentives cannot be token in nature; they must directly affect the financial feasibility of including the target units in proposed projects. As noted below, the need for the additional incentive must be demonstrated only in certain cases; and in all cases where the jurisdiction denies an additional incentive, it must take a written finding that the additional incentive is unnecessary for affordability of the target units.

Section 65915(b) provides that a jurisdiction may offer other incentives of equivalent financial value in lieu of granting a density bonus (if target units are reserved for only 10 years), or a density bonus and additional incentive. Incentives of equivalent financial value are to be based on the land cost per dwelling units. The value of the density bonus may be determined by the difference in the value of the land with and without the density bonus. One or more independent appraisals could be used for negotiations to derive the land value. Identification of any increase value of the land only, as distinguished from the land including the value of the additional improvements attributable to the 25% unit increase, might be specifically requested, as this affects the type of appraisal method involved. Similarly, the value of both a density bonus and an additional incentive could be determined by the difference in the value of the land with or without both incentives.

Responsible Agency: This program will be implemented by the City of Fillmore Community Development Department.

Implementation Schedule: A density bonus ordinance will be adopted by Spring 1993.

Quantified Objective: Enact ordinance.

Funding Source: Redevelopment Fund.

Second Unit Ordinance

Program Description: According to the State Department of Housing and Community Development:

> *"A second unit is an attached or detached residential unit on the same parcel or parcels as the primary unit, which provides complete, independent living facilities for one or more persons. The unit includes permanent provisions for living, sleeping, eating, cooking, and sanitation. Second units can be created by separating off floor space within an existing structure, or by adding an accessory structure (either attached or detached), or a combination of the two techniques. The benefits of second units can include additional income to homeowners; allowing homeowners who require companionship or non-specialized assistance to remain in their homes; facilitating family ties between generations; reducing construction costs by utilizing existing infrastructure; and providing low-cost rental housing."*

Government Code Section 65852.2 (SB 1534, Mello, Chapter 1440 of 1982) allows local governments to adopt an ordinance stating the conditions under which second unit development will be permitted. In the absence of a local ordinance, the law establishes State criteria (Section 65852.2(b)) which, if met by a second unit applicant, will be the basis for approving requests. The bill prohibits localities from totally precluding second units unless they adopt an ordinance that (1) acknowledges that such action "may limit housing opportunities of the region", and (2) contains findings that second units would adversely affect the public health, safety, and welfare in residential zones.

The second unit ordinance, as permitted by State law, will indicate the conditions under which second units will be allowed in Fillmore. Meanwhile, the City Council has adopted the following policy:

"Efficiency apartments are to be allowed in areas designated in the General Plan for Medium or High density residental development. Such apartments shall be allowed only in cases where a partial second unit (1.5 to 1.9 units allowed on property per the required lot area in the General Plan) is allowed. Such apartments shall conform with the General Plan and with all applicable requirements of the zone in which they are to be located."

Responsible Agency: This program will be implemented by the Fillmore Community Development Department.

Implementation Schedule: By mid-year 1993, the City will enact a second unit ordinance.

Quantified Objective: Enact Ordinance.

Funding Source: Redevelopment Fund.

Local Incentives

Affordable Housing Fund/Land Acquisition

Program Description: Section 33334.2 of the Health and Safety Code requires that 20% of the tax increment generated within Fillmore's Redevelopment Areas be set-aside and used for the purposes of increasing and improving the community's supply of low and moderate income housing. In order to increase and improve the community supply of low and moderate income housing, the Low and Moderate Income Housing Fund may be used in a

variety of ways such as land acquisition, providing subsidies and improving land or building sites.

So long as the expenditures serve to increase, improve or preserve the supply of low and moderate income housing, Health and Safety Code Section 33334.2 and 33334.3 authorize a broad range of uses for the Housing Fund, including:

- √ Acquire land or building sites.
- √ Improve land or building sites with on-site or off-site improvements, but only if the improvements directly and specifically improve or increase the community's supply of low- or moderate-income housing.
- √ Donate land to private or public persons or entities.
- √ Finance insurance premiums pursuant to Section 33136.
- √ Construct building or structures.
- √ Acquire buildings or structures.
- √ Rehabilitate buildings or structures.
- √ Provide subsidies to, or for the benefit of, very low income households, as defined by Section 50105, lower income households, as defined by Section 50079.5, or persons and families of low or moderate income, as defined by Section 50093, to the extent those households cannot obtain housing at affordable costs on the open market. Housing units available on the open market are those units developed without direct government subsidies. Subsidies for the purpose of this paragraph include any costs or reduced income resulting from below-market-rate sale or lease, grant, or donation of land to private for-profit and non-profit organizations for the purpose of providing low- and moderate-income housing if at least half the units provided as a result of each transfer are affordable to lower income households, as defined in Section 50079.5.
- √ Develop plans, pay principal and interest on bonds, loans, advances, or other indebtedness, or pay financing or carrying charges.
- √ Maintain the community's supply of mobilehomes.
- √ Preserve the availability to lower income households of affordable housing units in housing developments which are assisted or subsidized by public entities and which are threatened with imminent conversion to market rates.

Second Unit Ordinance Development and Implementation

Program Description: The "second units" ordinance can contribute to the City's endeavors to "identify adequate housing sites" and meet "projected needs." The State Department of Housing and Community Development has stated:

> *"To comply with State housing element law (Government Code Section 65580 et. seq.), cities and counties must adopt programs which address the housing needs of all economic segments of the community. Local governments are required to identify adequate sites to meet projected new construction needs and to assist in the development of adequate housing to meet the needs of low- and moderate-income households (Section 65503(c)(1). An ordinance providing for second units may enable a local government to meet its construction need and assist in providing low- and moderate-income housing, and is an appropriate program for a local government to include in its housing element. A second unit program will also assist a jurisdiction in meeting the State law requirement to zone residential land with appropriate standards in order to meet housing needs (Government Code Section 65913.1)."*

Thus, the enactment of the second unit ordinance will serve to provide a local incentive and to meet other requirements of the State housing law.

Responsible Agency: Fillmore Planning Department.

Implementation Schedule: Mid-year 1993.

Quantified Objective: Enact Ordinance.

Funding Source: Redevelopment Fund.

PROVISION OF ADEQUATE HOUSING SITES

Potential Holding Capacity

Program Description: As indicated on Table 19, page 4-7, the City's remaining holding capacity is presently 2,200 housing units. There is a potential of 171 housing units in the "high density" category and 92 units in the "medium density" category and a need for 116 dwellings for very low and low income households, and therefore the holding capacity is adequate to meet the needs. The balance of the "moderate" and "high" income need can be met by the holding capacity in the low density category. The Land Use Element will be continuously implemented during the 5-year housing program.

Responsible Agency: City of Fillmore Community Development Department.

Implementation Schedule: On-going.

Quantified Objective: The quantified objective is to achieve the RHNA needs identified for the City of Fillmore.

Funding Source: General Fund.

Specific Plan

Program Description: The City now owns a 13-acre site; a 4-acre part of this site will be devoted to the development of affordable housing. To guide the development of the entire site, a specific plan will be prepared. Creative site planning and affordable housing financing will be an integral part of the Specific Plan. The City has recently selected a consultant to prepare a Specific Plan for the subject parcel. The unit mix, density and percentage of affordable units will be determined by the Specific Plan design that is prepared.

Responsible Agency: This program will be implemented by the Fillmore Planning Department.

Implementation Schedule: The Specific Plan will be completed by mid-year 1993.

Quantified Objective: Prepare a specific plan; it is estimated that 30 first-time homebuyer units would be provided at the site.

Funding Source: This program is funded by Redevelopment Agency 20% set-aside funds.

REMOVAL OF GOVERNMENTAL CONSTRAINTS

Actions to remove governmental constraints have been explained in the previous program descriptions. These include:

- √ Enactment of a density bonus ordinance to specify regulatory concessions and incentives that facilitate the development of affordable housing.
- √ Preparation of a second unit ordinance to spell out procedures and policies.
- √ Completion of a "Specific Plan" to guide the development of affordable housing on a City-owned site.

EQUAL HOUSING OPPORTUNITY

Impediments to Fair Housing Analysis

Program Description: Fillmore will participate in the County of Ventura's Impediments to Fair Housing Analysis.

Responsible Agency: County of Ventura.

Implementation Schedule: As required by the rules and regulations of the Community Development Block Grant Program.

Quantified Objective: Not applicable.

Funding Source: None stated.

Areawide Housing Authority Program

Program Description: The AHA representative supplies fair housing information to the public. Fillmore will continue to support this program.

Responsible Agency: The County Areawide Housing Authority is the responsible agency.

Implementation Schedule: On-going.

Quantified Objective: Not applicable.

Funding Source: None stated.

TECHNICAL APPENDIX C
LOW AND MODERATE
HOUSING FUND INFORMATION

Low and Moderate Housing Fund Information

1. Fund Balances

Fiscal Year	Ending Balance
1989-90 (actual)	1,213,567
1990-91 (actual)	1,017,979
1991-92 (projected)	1,128,325
1992-93 (projected)	878,660
1993-94 (projected)	780,511

2. Program Expenditures

Fiscal Year	Program	Amount
1989-90 (actual)	Housing Rehabilitation	30,558
	TOTAL	30,555
1990-91 (actual)	Housing Rehabilitation	53,089
	Housing Element	5,350
	Land Acquisition	510,000
	General Fund Reimb.	7,899
	TOTAL	576,338
1991-92 (projected)	Housing Rehabilitation	229,324
	Housing Element	4,000
	Affordable Housing Project	50,000
	Housing Assistance Program	25,000
	TOTAL	308,324
1992-93 (projected)	Housing Rehabilitation	240,790
	Affordable Housing Project	400,000
	Housing Assistance Program	26,250
	TOTAL	667,040
1993-94 (projected)	Housing Rehabilitation	252,830
	Housing Element	6,000
	Affordable Housing Project	250,000
	Housing Assistance Program	27,563
	TOTAL	536,393
	GRAND TOTAL	2,118,653

although redevelopment funds have been used for multifamily rental units, staff responsible for this program indicate there are no affected units because

____a) income-restrictions for occupancy were not required for existing units, or

____b) other reasons:_____

4. FmHA Section 515 Rural Rental Housing Loans

XX jurisdiction has not been located in a qualifying rural FmHA area

____ according to information made available by HPD, there are no such eligible projects reported by FmHA within the community or unincorporated area

____ FmHA staff checked the status of _____(name)_____ development(s) and reported that it is not eligible for prepayment or not eligible for prepayment within the ten-year analysis period.

5. State and local multifamily revenue bond programs

XX no bond-financed units eligible to terminate affordability controls within the next ten years were reported in the following publication: 1990 Annual Summary: The Use of Housing Revenue Bond Proceeds, California Debt Advisory Commission, and

XX local housing authority staff indicate there are no such units within the community.

6. Local in-lieu fee programs or inclusionary programs

XX jurisdiction has not had an in-lieu fee or inclusionary program

____ staff responsible for these programs indicate no affected units

7. Developments which obtained a density bonus and direct government assistance pursuant to Government Code Section 65916.

XX jurisdiction has no projects approved pursuant to this law

____ staff responsible for this program indicate no affected units

8. Additional comments related to any of the above:

lmwb:preserve.he

IV.
CONSERVATION & OPEN SPACE ELEMENT

CITY OF FILLMORE
CALIFORNIA

LIST OF TABLES

LIST OF FIGURES

1.0 INTRODUCTION

The City of Fillmore's geographic location and physical characteristics include numerous natural resources. Existing and proposed urban areas encompass an aquifer, agriculturally-suited soils, sensitive terrestrial ecosystems, hillsides and the Santa Clara River. As the City is situated in a larger rural setting, particular attention must be given to the design of new development in order to preserve the region's rural atmosphere as well as to enhance the City's urban character. To support these objectives, the following area-wide resources should be preserved to the greatest extent possible:

- Geographic/Soils Resources
- Water Supply
- Air Quality
- Biological Resources
- Visual Resources/Scenic Highways
- Open Space

2.0 RESOURCE CONSERVATION

2.1 Geographic/Soils Resources

The City is located on an irregular alluvial fan formed by the deposits of Pole and Sespe Creeks. To the north and east are upland areas which form part of the east-west transverse mountain ranges in Ventura, Santa Barbara, Kern and Los Angeles Counties. Slope characteristics of the City and surrounding area are defined by level to moderately sloping surfaces (less than 10 percent) near the Santa Clara River and by steep surfaces (30 percent or more) in the uplands. Occasionally, strongly sloping to moderately steep surfaces (10-30 percent) are encountered in the uplands.

Soils classification of the City and surrounding area describe a variety of soil types, from gravelly, sandy loam and loamy sand near the junction of Sespe Creek and Santa Clara River, to clay loam in the uplands. All soils listed as alluvial fan deposits are designated in the U.S. Department of Agriculture (USDA) Soil Survey as suitable for agriculture and for urban development. With the exception of Gazos silty clay loam (GsE), on 15 to 30 percent slopes, all upland soil types are designated in the survey as range land or watershed. GsE soils have experienced recent urban development in some locations.

The soil classifications and descriptions listed in the USDA Soil Survey provide a general guideline to local soil conditions. The Survey's land use designations are not expressions of development policy; rather, they

serve as an indicator for current construction technology and the relative value of land used for agriculture and urban development. The Survey suggests that steeply sloping areas are not suitable for intense development.

2.2 Water Resources

2.2.1 Underground Water Resources

The sole source of the City's water supply is the Fillmore Basin. With an area of 18,580 acres, the basin underlies the Santa Clara River from about one mile east of the City to several miles west. It is part of a hydrologic system that includes the Santa Clara River and Sespe Creek watersheds. The aquifer is recharged by percolation from several sources: the Santa Clara River, Sespe and Pole Creeks, rainfall, and the City's wastewater treatment plant. Underflow from the easterly Piru Basin is another significant recharging source. Outflow occurs at the western boundary into the Santa Paula basin and as rising water into the Santa Clara River. Within the Fillmore Basin, water flows primarily from east to west and secondarily from north to south.

The basin's storage capacity has been estimated at 1,000,000 acre-feet. The soils which comprise the basin are considered very permeable and allow for a fairly rapid recharge during wet seasons. Complete recharge is usually experienced after two successive wet years. However, permeability and recharge rates vary by location.

Water quality in the aquifer also varies by location and is influenced largely by local water use. Agricultural irrigation causes those portions of the basin underlying farmland to experience increased nitrate levels. Urban uses which cause overdrafting of an area will tend to increase levels of total dissolved solids (TDS).

From estimates regarding the basin's capacity and water quality, it appears that there are adequate local supplies for the projected population growth identified in the Plan; however, the City's dependence on the Fillmore Basin requires that all practical steps be taken to protect the aquifer's water quality. Water conservation practices which reduce per capita demand and groundwater recharge are also valuable in preserving the aquifer's viability as a water source.

2.2.2 Surface Water Resources

Sespe Creek provides a relatively good quality water supply, both as a replenishment to the Fillmore groundwater basin and potentially as a surface supply. However, the development of the Sespe Creek as a surface water supply involves delivering water by building several dams or diversions along the Sespe Creek. This project, referred to as the Sespe Creek Project, was investigated by the United States Bureau of Reclamation (USBR) in the early 1960's. Depending upon the project alternative, an annual yield of up to 20,000 acre-feet could conceivably be provided by this project. At the time of the USBR investigation, economic as well as environmental issues hindered the development of the project.

Today, environmental issues pose the greatest hindrance to this water resources project. A substantial portion of the Sespe Creek watershed is within the California Condor Wildlife Sanctuary. Due to the environmental sensitivity to these birds, any project which could potentially impact the sanctuary would face significant resistance. In addition, the Sespe Creek is considered a "wild and flowing" stream, and a natural trout habitat, which would potentially further intensify opposition to the Sespe Creek Project.

Importation of State Water Project water through the Santa Clara River from Lake Castaic or Pyramid Lake through Lake Piru is another alternative water source for the City of Fillmore. Through the United Water Conservation District, acting as an intermediate contracting entity, the City is entitled to about 1,000 acre-feet per year of water from the State Water Project (SWP).

Considering the environmental constraints of the Sespe Creek Project, and the economic constraints of the State Water Project, the City's current groundwater supply seems to be the best option for the City into the foreseeable future. The potential limitation of this supply would be quality. As drinking water standards continue to be tightened, and as toxic substances continue to be discovered in southern California's groundwater basins, there is always the risk that a City's seemingly endless groundwater supply could be impacted. However, considering the nature of Fillmore's groundwater basin, and the annual replenishment provided by Sespe Creek, serious water quality problems in the eastern portion of the groundwater basin are not anticipated. (Kennedy/Jenks/Chilton, June 1987)

2.2.3 Flood Control

2.2.3.1 Santa Clara River

The Santa Clara River is the principal natural drainage channel in Ventura County conducting water from as far north as Frazier Mountain and as far east as Acton. Storm water runoff is regulated to some extent by Castaic, Pyramid and Santa Felicia Dams; however, the 100-year flood plains from the dammed rivers still encroach into the southern portion of the City. The 100-year flood plain will impact limited sections of the City designated for medium residential and light industrial uses in the Land Use Map.

Failure of any of the above-mentioned dams is considered unlikely since they are of modern-day construction. Santa Felicia Dam is the oldest and was constructed as an engineered earth-fill structure in 1955. Pyramid Dam is a rock-fill structure and Castaic Dam is an earth-fill dam; both were constructed in 1973.

2.2.3.2 Sespe Creek

The construction in 1983 of the Sespe Creek Levee has significantly reduced the flooding potential from Sespe Creek. Historically, Sespe Creek had inundated the City with disastrous results in 1920, 1938, 1969, and 1978. The levee now provides protection to the City from a 100-year flood on Sespe Creek.

2.3 Air Quality

The City's air quality can be consumed by improperly managed growth. The degradation of air quality can increase health risks among residents, reduce the useful life of real property and deteriorate the views of the surrounding lands and scenery. Good air quality is a limited resource that can be maintained only through careful management of population growth, land use and emission generators.

In addressing air quality issues, the City recognizes that airborne emissions do not respect jurisdictional boundaries. The City's air quality is defined as a part of the Oxnard Plain Airshed which also includes the cities of Santa Paula, San Buenaventura, Oxnard, Port Hueneme, Camarillo, Thousand Oaks, Simi Valley and Moorpark as well as the communities of Piru, Saticoy, Somis, El Rio and the Los Posas valley. In total, the airshed encompasses a population of over 570,000. The City's 1987 population of 11,000 represents about two percent of all residents.

Planning and monitoring of the region's air quality is conducted by the Ventura County Air Pollution Control District (APCD). Indications of air quality in the Fillmore area are provided by an APCD Monitoring Station in Piru (Number 427).

Ozone (0^3) and total suspended particulates (TSP) are the only pollutants monitored by the APCD at this station. Descriptions for these pollutants as well as other commonly found pollutants are provided in Table IV-1, while State and Federal ambient air quality standards for the above described pollutants are provided in Table IV-2. In addition, the number of daily violations of State and Federal standards for ozone and TSP recorded at the Piru Monitoring Station over the last three years are presented in Tables IV-3 and IV-4, respectively.

Within Ventura County, National Ambient Air Quality Standards (NAAQS) for ozone are frequently exceeded throughout the entire County and standards for TSP are exceeded in portions of the County. Levels of the remaining pollutants shown on Table IV-2 are currently recorded below State and Federal standards. As a consequence, the entire Oxnard Plain Airshed has been determined to be a non-attainment area for ozone and the portion of the Airshed which is considered a non-attainment area for TSP levels is that area south of 34 degrees, 23 minutes north latitude. Being north of that line, the City of Fillmore lies within the TSP attainment area. In response to the non-attainment determination, the Ventura County APCD has prepared an Air Quality Management Plan (AQMP, 1987). The purpose of the Plan is to demonstrate reasonable progress, and to identify goals and standards that will result in the attainment of the NAAQS for ozone. The AQMP identifies both mobile and stationary sources of pollutants that are present within the County as well as measures which are designed to control and/or reduce the emission or air pollutants.

As a means of projecting emissions and evaluating future compliance with emissions standards, APCD has adopted a County-wide population projection as part of its Air Quality Management Plan. Unless otherwise adopted by local jurisdictions, these figures are not to be interpreted as growth limits related to policy decisions. Rather they are guidelines to indicate the population growth which is anticipated for the purpose of developing air pollution control measures. The Oxnard Airshed population projection anticipates 893,770 persons by the year 2010. Fillmore's anticipated share in 2010, identified in the Land Use Element is 16,270 residents which is close to the APCD projection of 16,170.

Table IV-1. Ambient Air Quality Standards 1/

lutant	Averaging Time	Calif. Standards Concentration	National Standards Primary	National Standards Secondary
dant (Ozone)	1 hour	0.10 ppm (200 ug/m^3)	0.12 ppm 2/ 240 ug/m^3)	Same as Primary Standards
bon Monoxide	12 hour	10 ppm (11 mg/m^3)		-
	8 hour	-	9ppm (10 mg/m^3)	Same as Primary Standards
	1 hour	20 ppm	35 ppm (40 mg/m^3)	"
rogen Dioxide	Annual Average	-	0.05 ppm (100 ug/m^3)	Same as Primary Standards
	1 hour	0.25 ppm (470 ug/m^3)	-	
fur Dioxide	Annual Average	-	0.03 ppm (80 ug/m^3)	-
	24 hour	0.05 ppm 3/ (100 ug/m^3 tsp)	0.14 ppm (365 ug/m^3)	-
	3 hour		-	1300 ug/m^3)
	1 hour	0.5 ppm (1310 ug/m^3)	-	-
l Suspended iculate er (TSP)	Annual Geometric Mean	60 ug/m^3)	75 ug/m^3)	60 ug/m^3)
	24 hour	100 ug/m^3)	260 ug/m^3)	150 ug/m^3)
ates	24 hour	25 ug/m^3)	-	-

Source: Westland Geological Services, Inc., Draft Initial Study, 1986.

EPA revised standard promulgated 2/8/79 in Federal Register, Vol.44, No. 28. The NAAQS is exceeded in a given year if the maximum hourly average ozone concentration exceeds 0.12 ppm on more than 3 days in the past 3 years.

With simultaneous violation of the State 1-hour oxidant standard or State 24-hour TSP standard.

Table IV-1. Ambient Air Quality Standards (Cont.)

lutant	Averaging Time	Calif. Standards Concentration	National Standards Primary	Secondary
d	30 day average	1.5 ug/m^3)	-	-
rogen Sulfide	1 hour	0.03 ppm (42 ug/m^3)	-	-
rocarbons rrected for hane)	3 hour (6-9 a.m.)	-	0.24 ppm (160 ug/m^3)	Same as Primary Standards
ylene	8 hour	01 ppm	-	-
	1 hour	0.5 ppm	-	-
ibility ucing ticles	1 observation	In sufficient amount to reduce the prevailing visibility to 10 miles when the relative humidity is less than 70%		

Table IV-2. Description of Selected Air Contaminants

Oxidants (O_3)

The formation of oxidants (ozone) in the atmosphere required the presence of sunlight and a series of chemical reactions involving reactive hydrocarbons and oxides of nitrogen. Because of the time required for these reactions, the distribution of oxidants tends to be more regional in nature than other pollutants.

Carbon Monoxide (CO)

The primary source of carbon monoxide is the incomplete combustion of gasoline in motor vehicles.

Nitrogen Oxides (NO_x)

Nitrogen oxide is an indirect product of combustion. Motor vehicles are a major source of nitrogen oxides, but there is also a significant contribution from industrial combustion sources.

Total Suspended Particulates (TSP)

There are both natural and anthropogenic sources of TSP. Farming operations and industrial activity are major sources of TSP in the air basin. TSP is also a result of particles becoming airborne during natural weathering processes.

Sulfur Dioxide (SO_2)

Sulfur dioxide results from the combustion of fuels containing sulfur. This is primarily the result of oil burning power generating stations and other oil burning industrial users.

Table IV-3. Number of Days in Violation of Federal Standards
Piru Monitoring Stations

Year	O_3 1/	TSP 2/
1983	16	0
1984	4	0
1985	7	2
1986	9	N/A

1/ Based on federal standard (one-hour average = 0.12 ppm).

2/ Based on federal standard (24-hour average = 260 ug/m^3.

Table IV-4. Number of Days in Violation of State Standards
Piru Monitoring Stations

Year	O_3 1/	TSP 2/
1983	68	2
1984	37	2
1985	42	4
1986	N/A	N/A

1/ Based on state standard (one-hour average = 0.10 ppm).

2/ Based on state standard (24-hour average = 100 ug/m^3.

The AQMP indicates that attainment of the ozone standard is not expected to occur in the Oxnard Plain Airshed under current emission controls or goals and policies scheduled for adoption in the AQMP. Attainment of the NAAQS would require implementation of extremely severe measures which would be difficult to enforce due to technical, social, and economic factors. Consequently, ozone standards are expected to continue to be exceeded within the airshed within the foreseeable future.

Measurements from the Piru Monitoring Station indicate that the Fillmore area has shown recent improvements in concentrations of total suspended particulates (TSP) and ozone as defined by the National Ambient Air Quality Standards. This accomplishment is attributed to improvements in auto emissions throughout the airshed rather than from any specific efforts in the Fillmore and Piru area. Improvements in air quality can be achieved by policies related to land use. The City's balance of residential, commercial and industrial land uses supports the goal of reducing trip length by providing people with a variety of housing opportunities near shopping and employment centers. Provision of a bikeway system and support for local transit, as identified in the Circulation Element, create alternative transportation opportunities. Finally, transportation system management plans for large employers (100 or more employees) can provide specific mechanisms to reduce the number of trips and vehicle miles traveled.

2.4 Biological Resources

2.4.1 Vegetative Wildlife

Aerial photographs indicate that approximately 73 percent of the City's vegetation is typical of urban settings (indicating substantial disturbance from its original form), while the remaining 27 percent is characterized by native or natural vegetation types (natural vegetation being defined as a vegetation type dominated by a combination of introduced and endemic species that generally occur in natural rather than urban settings). In urban settings the native vegetation has been replaced with a large variety of cultivated ornamental trees, shrubs and lawns. Plant species comprising urban or landscape vegetation are extensive but are generally suited to the area's microclimate and soil types.

Natural vegetation that occurs within the City is generally present on its northern, southern and eastern perimeters. Field observations in these areas indicate that the floral composition is typical of natural areas in the region and consists of three principal vegetation types. They include: (a) annual grassland; (b) soft chaparral; and (c) riparian vegetation. As a result of the expansion of urban areas, riparian communities and agriculture acreage are found in smaller numbers. Similarly, chaparral has been increasingly limited to remote mountainous areas. The City's prominent natural features include these increasingly unique undeveloped expanses of agriculture and open spaces in the Santa Clara Valley and surrounding mountain. With careful planning, these resources can be maintained in conjunction with urban growth.

2.4.1.1 Annual Grassland

The grassland vegetation that exists in natural areas of the City is largely a consequence of wildfires and grazing that have occurred in the past. Within the City, annual grassland vegetation is most prevalent in underdeveloped areas in northern portions of the City. In addition, this vegetation type also occurs regularly as an understory component or in association with coastal sagebrush, woodland, and disturbed areas. Annual grassland is the most common vegetation type in the State of California and is largely dominated by an aggregation of introduced annual grasses and spring and summer flowering forbs. Field mustard (Brassica rappa), a slender wild oat (Avena barbata), foxtail grass (Horeum glaucum), red brome (Bromus diandrus), and milk thistle (Silybum marianum) are expected to be the dominant species in this vegetation type.

2.4.1.2 Soft Chaparral

Soft chaparral is a native plant community and is generally dominated by soft-wooded, aeromatic, summer dormant, and low-growing shrubs. Regionally, this vegetation is found at low elevations near the coast from central California into Baja California. Within the City, soft chaparral occurs most frequently on ridgetops, slopes, and ravine bottoms north of developed areas. Dominant plant species include the shrub species California sagebrush (Artemisia californica), buckwheat (Eriogonum fasiculatum), white sage (Salvia apiana), black sage (Salvia melifera), and deerweed (Lotus scoparius).

Two larger evergreen scrubs which are very common in this vegetation type include laurel sumac (Rhus laurina) and tree mallow (Malacothamnus fasiculatus). Other common herbaceous perennial species include cudweed aster (Corethrogyne filaginifolia), euphorbia (Euphorbia meledenia), and giant rye-grass (Elymus condensatus). Some more typically hard chaparral plant species are also found scattered throughout this vegetation type within the City. These include the evergreen shrub holly leafed cherry (Prunus ilicifolia) and toyon (Heteromeles arbutifolia). These species are found in more mesic locations of slopes while a third chaparral species, our Lord's candle (Yucca whipplei), is found in rockier and steeper locations.

2.4.1.3 Riparian

The riparian vegetation in the City site is scattered in the bottoms of some of the deeper ravines in the northern portions of the City. In these areas water does not appear to run year-round. Consequently, the riparian vegetation in these areas may not be developed. Generally, the riparian vegetation consists of small- to medium-sized sycamore (Platanus racemosa) and coast live oak (Quercus agrifolia) trees. In portions of the City along the Santa Clara River and periphery of Sespe and Pole Creeks, soils are sandy and can maintain high subsurface soil moisture content. In these areas willow trees (Salix) are common. However, in the Santa Clara River drainage, large areas of giant reed grass (Aroundo donax) are present. This species is considered a noxious weed by the CDFD and is not considered sensitive.

Riparian corridors are associated with Sespe Creek, Pole Creek and the Santa Clara River. Although the major portions of these riparian corridors are located outside the City, remnants do occur within the City limits or Sphere of Influence. In addition to these riparian corridors, several smaller drainages located in the northern portion of the City also maintain a vegetation component that is generally characterized as riparian vegetation (i.e., the presence of willows, sycamores, or other species that are dependent on high soil moisture for survival).

Riparian vegetation are generally considered sensitive because of the variety of flora that occurs in these habitats, their proximity to available water, and the cover and shade provided by the vegetation. These factors, when combined, provide habitat for an unusually high variety and abundance of some animal species. In addition, this vegetation type is being

eliminated at a rapid rate on a local and statewide basis. Currently, over 85 percent of the riparian vegetation in California has been eliminated and similar percentages have been eliminated in Ventura County. For these reasons, riparian habitat is considered sensitive by the California Department of Fish and Game. Although no legal protection measures are currently instituted by the Department (other than Streamside Alteration Agreements), the Department recommends their preservation wherever possible.

2.4.2 Animal Wildlife

Review of aerial photographs indicates that the majority of the City is characterized by wildlife habitat that is typical of urban settings (indicating substantial disturbance from its original natural form) while undeveloped areas are characterized by natural wildlife habitat. In urban areas a substantial vegetation component can exist that provides abundant wildlife habitat. However, these areas are also subject to substantial human disturbance, predation by domestic animals, and substantial noise and light and glare. These disturbances have resulted in the evacuation of those animal species that are not tolerant to a continuing human presence. Those species that remain are those that have adapted to an urban situation and generally include mammals with limited home ranges and small songbirds. The impact of historic urbanization has been to increase the population sizes of some animals, but to reduce species variety and overall abundance.

Because large open space areas and natural habitat surround the City, and those areas of natural wildlife habitat generally occur on the City's periphery, those portions of the City that maintain a natural vegetation are typified by an animal species composition that is typical of natural areas outlying the City. Animal species known or expected to be present include a variety of large, medium and small mammals, reptiles typical of the Upper Sonoran life zone of Southern California, amphibians that are generally associated with seasonally occurring water and a variety of resident, transitory and migrating bird species. It is expected that in natural areas immediately adjacent to urban areas, species abundance would be somewhat depleted due to the predation of domestic animals.

Several natural wildlife habitat types occur in the City that include annual grassland, soft chaparral, and riparian woodlands. Of these, riparian woodlands are most sensitive as they provide habitat for a large variety of animal species. Due to the lack of plant species diversity and its associated wildlife habitat, annual grasslands are considered least sensitive.

2.5 Visual Resources

2.5.1 Natural Features

The City's appearance is largely defined and enhanced by the mountains to the north and east, the Santa Clara River and Valley to the south and the Sespe Creek to the west. The mountains to the north and east are comprised of nearby foothills, ridgelines and rugged and steeply sloping terrain at higher elevations.

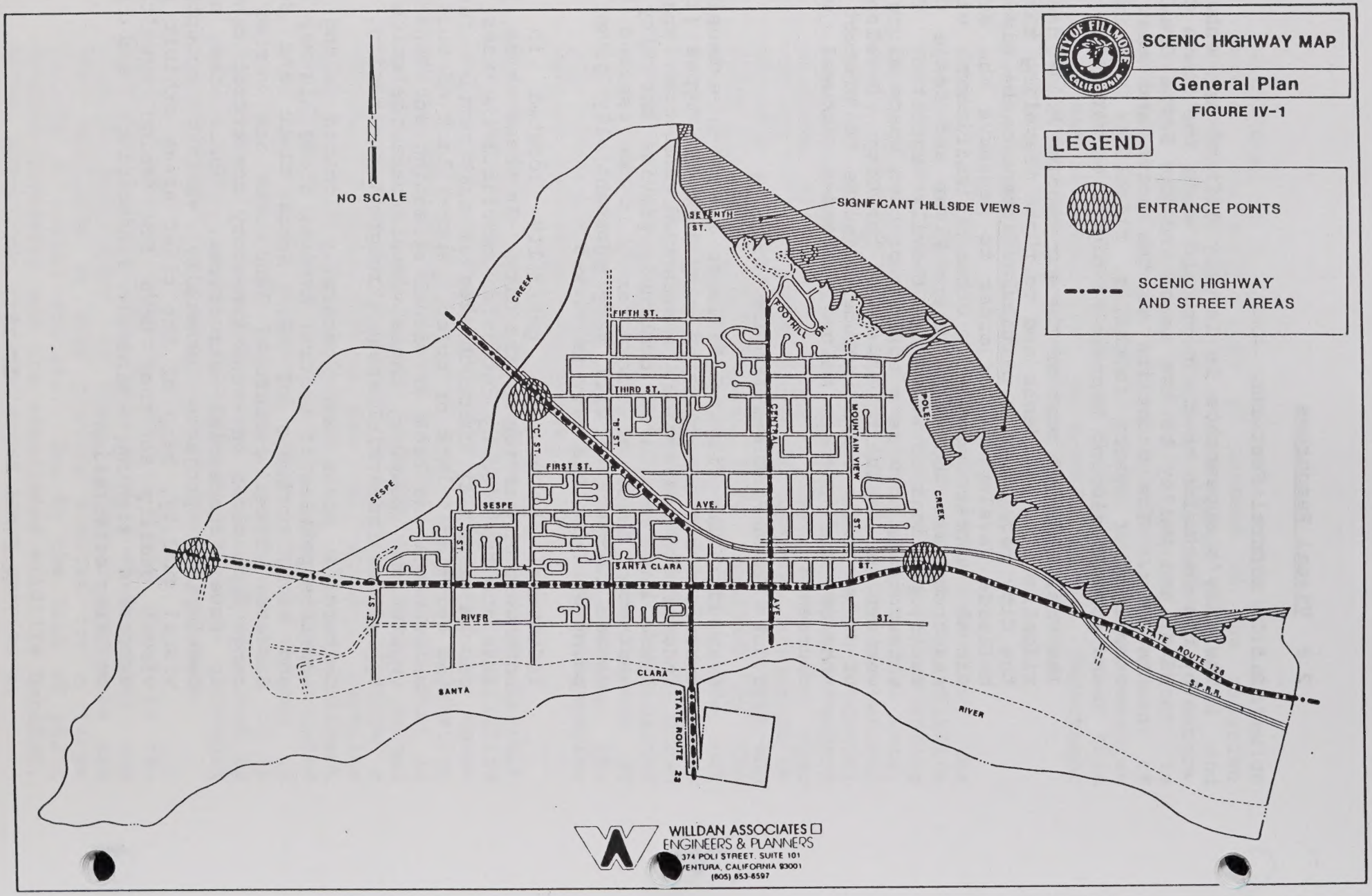
The visibility of most of the surrounding hillsides and ridgelines to residents and to those traveling through the City require that particular attention be given to hillside development in order to preserve the area's visual attractiveness. Other significant visual resources are the Santa Clara River and Sespe Creek banks, portions of which are heavily vegetated. These watercourses provide a stretch of open space along the western and southern borders of the City. Development of these areas must include measures to protect and enhance the scenic value of these natural water courses.

2.5.2 Urban Features (Figure IV-1)

Over time the City of Fillmore has been extensively urbanized and incorporates many land use types (i.e., industrial, commercial, residential and open space). These land uses, when combined, provide the City its aesthetic theme or character. It is assumed that viewer perspective will vary substantially given the point at which the City is viewed.

Industrial areas are generally located in the northwestern portion of the City. In these areas, land uses are typified by intensive manufacturing uses that can be generally characterized as unattractive due to the buildings' lack of color, general lack of building maintenance and lack of visual screening and landscape vegetation. However, these visual characteristics are typical of industrial areas throughout the region.

Commercial areas are generally located along the southern portion of Central Avenue, along Highway 126, and along portions of "A," Santa Clara and Sespe Streets. These commercial land uses are varied and range from older one- and two-story commercial centers to newer commercial structures. While the newer development projects generally exhibit acceptable visual quality, many of the older areas exhibit poor visual quality as they have few design amenities, excessive signing, minimal landscaping, and poor building orientation.


SCENIC HIGHWAY MAP
General Plan
FIGURE IV-1
LEGEND
ENTRANCE POINTS
SCENIC HIGHWAY AND STREET AREAS
NO SCALE
SIGNIFICANT HILLSIDE VIEWS
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE AVE.
SANTA CLARA ST.
RIVER ST.
CLARA
SANTA
SESPE
CREEK
FOOTHILL DR.
CENTRAL AVE.
MOUNTAIN VIEW ST.
POLE CREEK
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
RIVER
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 POLI STREET, SUITE 101
VENTURA, CALIFORNIA 93001
(805) 653-6597

Residential areas are located throughout the remainder of the City and also exhibit substantial variation depending on building density and structure type. Residential uses range from older, small detached single-family units in the northern and western portions of the city to newer single-family units in the central, northcentral, southern and western portions of the City. Older residential units are generally well maintained. However, residential areas in the northwestern portion of the City exhibit substantial blight.

In commercial and industrial areas, building density and height are controlled by the City's Zoning Ordinance. Building density for commercial development ranges from 50 to 90 percent of the lot area, while in industrial areas building coverage is limited to 50 percent of the total lot area. Building heights for commercial areas can range from 35 to 50 while in industrial areas building height is permitted up to 75 feet. Within residential areas, height limits are limited to 35 feet and building coverage is limited to 50 percent of the total lot area.

There are no scenic highways in the City as designated in the State's Scenic Highways System. State Highway 126 passes through the City and is the major carrier of traffic into and out of Fillmore. State Highway 23 begins in the City and runs south to Bardsdale, Moorpark and Thousand Oaks. Neither highway is being considered for official designation by the State. Both roads play significant roles in the City's circulation system and, along with Old Telegraph Road, offer opportunities for preserving scenic corridors within the City. Low-rise development along both State highways will help preserve the visual amenities of the valley and mountains for motorists. The City should enhance Highway 126 as a visual corridor by establishing design programs for the east and west entrances into town. Highway 23 traverses the Santa Clara River and should continue to provide a view of the mountains to the north and south. Old Telegraph Road is a secondary highway into the City, crossing Sespe Creek. By coordinating a community entrance design program with the development of Shiells Park, the bikeway system and high-quality industrial parks, the City can create an attractive scenic corridor along this roadway. The City should explore the design possibilities for enhancing other significant streets and roads, including Sespe and Central Avenues, "A" Street and Goodenough Road. See Figure IV-1.

2.6 Cultural Resources

Information regarding the historic background and resources of Fillmore was derived from a cultural resources report prepared by Judy Triem, an historic resources consultant. Background archaeological information was obtained from an archaeological survey prepared by Clay Singer, Consulting Archaeologist.

2.6.1 Historical and Prehistoric Background

Joseph B. McNab, together with Los Angeles investors, formed the Sespe Land and Water Company and purchased the land around what is now Fillmore in 1886. Ten, twenty, and forty-acre tracts were offered for sale to ranchers. One year after the arrival of the Southern Pacific Railroad in 1887, the land around the railroad station was re-platted by the Sespe Land and Water Company for home sites. The town of Fillmore was "named by the Southern Pacific in 1887 for J.A. Fillmore, general superintendent of the company's Pacific system" (Gudde, 1969:109). The railroad came to Fillmore to serve the agricultural industry that was flourishing in western Ventura County during the end of the last century. The Fillmore Irrigation Company was formed to bring water from Sespe Creek to serve both the community and the surrounding agricultural area, and a small settlement surrounded by citrus groves was developed in the 1890's. In addition to citrus, farmers raised walnuts and apricots. Petroleum development occurred in the canyon areas surrounding Fillmore.

Earlier, the region has hosted a cattle industry, and before that a flourishing native population of Ventureno Chumash. The Ventureno are the southern most of the Chumashan speaking people of California (Heizer, 1978; Kroeber, 1953), and are sometimes known as the Southern Chumash. Fillmore is the modern town at the junction of Sespe Creek and the Santa Clara River, chosen, in part, because of the water available from nearby Pole Creek. The ethnohistoric Ventureno town of Sespe, for which the creek is named, was located nearby, possibly at the mouth of Pole Creek. The location of Sespe is still unknown and archaeological resources of the Fillmore area are largely undocumented.

The main travel route through town used in early historic and prehistoric times probably followed the path now traced by Old Telegraph Road and the Southern Pacific Railroad tracks. The main east-west highway ran past the railroad depot on Santa Clara Street. The

commercial district developed along Central Avenue. The early business district was primarily a scattering of wood false front structures along a dirt road lined with pepper trees. By the time the City incorporated in 1914, Central Avenue began taking on its present day look of one- and two-story brick and stucco facades. The paved streets were lined with stately palm trees.

The residential area adjacent to the business district began to grow at the same time as the commercial district. Many California Bungalow style residences were built starting with the first subdivision about 1907 along Olive, Palm and Orange Grove Streets below Santa Clara Street. The largest number of the city's earliest residential buildings was construction between 1910 and 1930 east of Central Avenue and west of Mountain View Street between Fourth Street on the north and Main Street on the south.

After 1930, growth was concentrated to the west of Central Avenue. At that time, the vacant areas between Central Avenue and Pole Creek began to fill in. North Fillmore, originally an area quite distinct from Fillmore proper, has several buildings that were constructed in the late teens and 20s.

2.6.2 Archaeological Resources

A records search was completed at the UCLA Archaeological Survey on May 19, 1988 to determine the locations of recorded archaeological sites in the vicinity, and also to determine the extent of earlier surveys done in the surrounding area. The records search revealed that the cultural resource potential of the Fillmore area is virtually unknown. This is due to the general lack of field surveys conducted in this region. Overall, a total of five archaeological resource field surveys have been reported for the vicinity of Fillmore and the mouth of Sespe Creek: UNCLAAS reports V-192, V-230, V-313, V-325, V-329, and V-536. These surveys were undertaken in or near floodplain areas unlikely to contain intact archaeological or historic remains. Two earlier surveys (old UCAS Projects #076C and #107) were linear transects, and like the field surveys, were confined to floodplain areas south and west of Fillmore. It should be noted that the reported archaeological site at the mouth of Pole Creek has not been recorded.

Much of the Fillmore vicinity consists of land at the base of hills, ridge lines, and the mouths of canyons. These geophysical features are known to be highly sensitive, because they are likely to contain cultural

resources. The two recorded archaeological sites immediately outside the Fillmore area are located in such zones. CA-VEN-695 is north of Goodenough Road and CA-VEN-549 is west of Grand Avenue. Based on data from other regions, archaeological site densities in these areas range from 1 site for every 40 acres to 1 for every 200 acres. Site densities in the Fillmore area are anticipated to be similar.

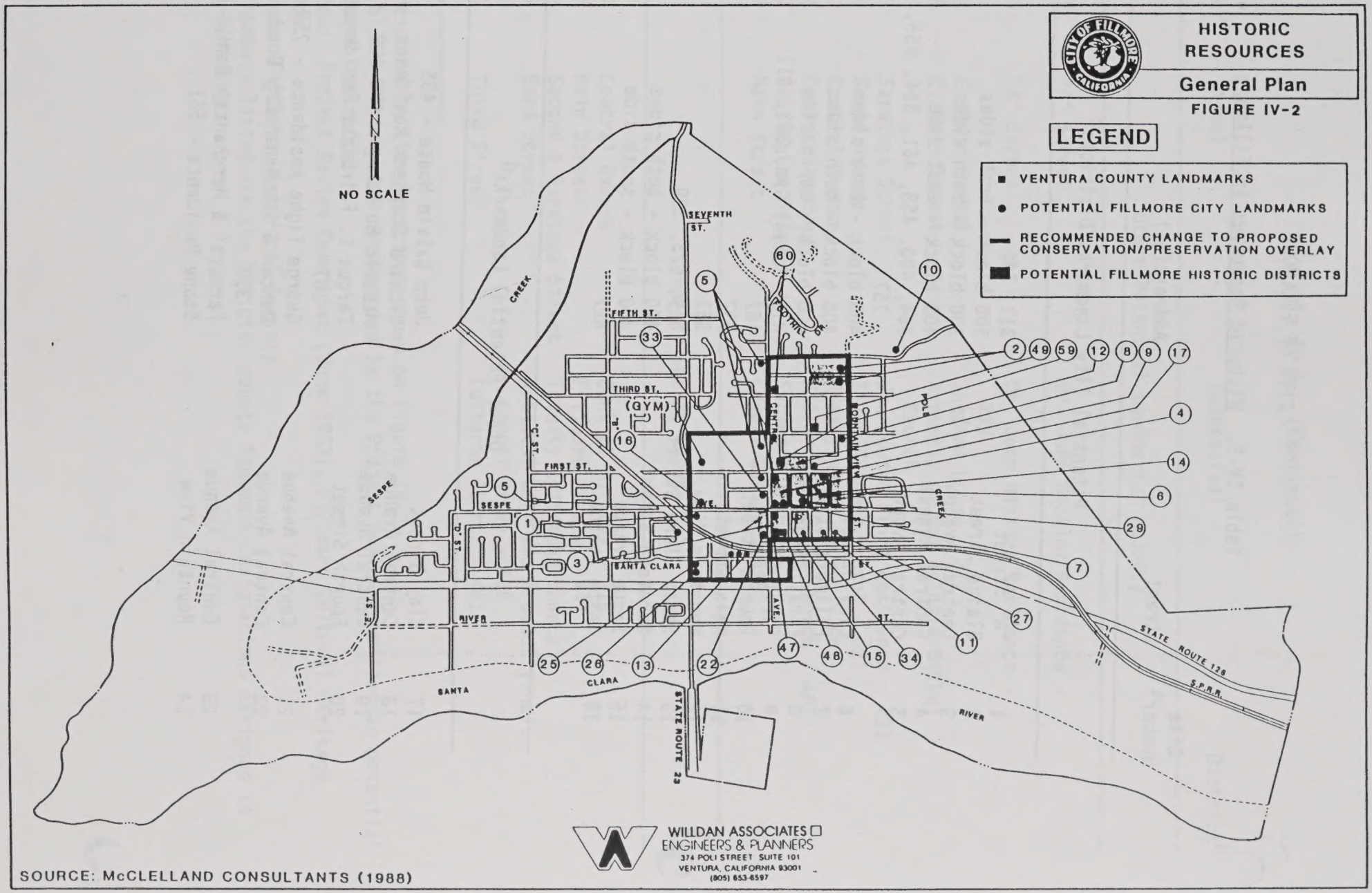
2.6.3 Historic Resources (Figure IV-2)

The City of Fillmore made a commitment to historic preservation by adopting Ordinance 475 in 1975, allowing the Ventura County Cultural Heritage Board to act as the historic preservation board for Fillmore. Several landmarks were declared on the basis of this ordinance. On September 8, 1981, the Fillmore City Council voided the agreement with the County of Ventura and appointed the Fillmore Historical Museum Board to act as the Fillmore Cultural Heritage Board. On June 4, 1985, Ordinance 85-576 was passed to formally establish the City Parks and Recreation Commission to serve as the Fillmore Cultural Heritage Board. The Board of Directors of the Fillmore Historical Museum presently serves as the City's Cultural Heritage Board under the ordinance.

In 1982, the City of Fillmore authorized a survey of historic structures to be conducted by the Ventura County Cultural Heritage Board and the Fillmore Historical Society and funded by a grant from the State Office of Historic Preservation. The survey was completed in June 1983. The Inventory Data Collection and the Final Report were published by the County of Ventura and are available at local libraries, museums, and Fillmore City Planning Department.

The Cultural Heritage Survey included the following boundaries: Ventura Street (Highway 126) on the south; Fourth Street on the north; Mountain View Avenue on the east; and A Street on the west. Approximately 824 structures were surveyed with 292 structures selected for the final inventory. The buildings selected were built primarily between 1910 and 1930 and are a balance between historically and architecturally significant structures. The Project Review Committee evaluated all the buildings included in the Survey and also selected structures for potential local landmark and historic district designation as well as potential National Register eligibility.

Table IV-5 includes a list of potential City landmarks/districts recommended by the Project Review



SOURCE: McCLELLAND CONSULTANTS (1988)

Table IV-5. Historic Resources in Fillmore

Site Number[a]	Street	Address(es)	District[b]
		Potential City Landmarks/Districts[c]	
1	"A" Street	311, 348	
2	Blaine Street	300 block - both sides	X
3	Central Avenue	300 block - both sides	X
4	Central Avenue	400 block - east side	X
5	Central Avenue	364, 400, 458, 461, 554, 555, 757	
6	Clay Street	400 block - both sides	X
7	Fillmore Street	400 block - both sides	X
8	First Street	400 block - north side	X
9	First Street	High School Gym, 361, 411	
10	Fourth Street	167	
11	Main Street	337	
12	Mountain View	561	
13	Santa Clara Street	619, 625, 629	
14	Saratoga Street	400 block - both sides	X
15	Sespe Avenue	400 block - south side	X
16	Sespe Avenue	627	
		Other Potential Landmarks[d]	
17	Clay Street	John Galvin House - 455	
18	Central Avenue	Richard Stephens Residence - 554	
19	Central Avenue	Masonic Building - 400-402	
20	Fourth Street	Fergus L. Fairbanks Residence - 167	
21	Central Avenue	George Tighe Residence - 757	
22	Central Avenue	Duncan & Stephens' Dry Goods - 317	
23	Central Avenue	Farmers' & Merchants' Bank - 364	
24	Mountain View	Stone Residence - 561	

Table IV-5. (Continued)

Site Number[a]	Street	Address(es)	District[b]
		Other Potential Landmarks[d] (cont.)	
25	"A" Street	Dr. John Hinkley Residence - 216	
26	"A" Street	Dr. John Hinkley Residence - 222	
27	E. Main Street	Inadomi House - 317	
28	E. Main Street	Assembly of God Iglesia Bethel Church - 337	
29	Saratoga Street	Wm. Howard Price Residence - 431	
30	Sespe Avenue	Sespe Grammar School - 627	
31	Central Avenue	Presbyterian Church - 461	
32	Central Avenue	Fillmore Catholic Church - 461	
33	Kensington Drive	Sycamore Tree	
34	Main Street	Casner Garage - 415	
		Ventura County Landmarks[e]	
47	Central Avenue	Bank of A. Levy - 316	
48	Main Street	Fillmore Museum - 447	
49	Second & Saratoga Street	Trinity Episcopal Church	
59	Bard Street	Artists' Barn and Grounds (incl. pepper tree) - 416	
60	Third Street	Lutheran Church - 461	

[a]Corresponds to site locations shown on Figure IV-2.
[b]The blocks listed were recommended by the Project Review Committee as potential landmark districts.
[c]Source: Project Review Committee (June 1983), Fillmore Cultural Heritage Survey.
[d]Source: Fillmore Historical Society.
[e]The numbers listed are the official county landmark designations assigned to each building.

Committee. Figure IV-2 corresponds to the table and shows the locations of each potential City historic landmark/district in Fillmore. A contiguous landmark district would include the 400 blocks of Central Avenue, Fillmore Street, Saratoga Street, and Clay Street. Buildings and landscape features mentioned as potential landmarks by the Fillmore Historical Society are also listed in the table and shown on the figure. Buildings that have been declared Ventura County landmarks in the Fillmore area are listed in the table and shown on the figure.

Of the potential City landmarks/districts identified by the project review committee and the declared County landmarks, 12 structures/districts were recommended as potential National Register landmarks/districts. These are listed in Table IV-6.

A potential historic resource that has not been officially examined or recognized appears to be located at the Fillmore fish hatchery site. This site originally may have been used as an early stage stop known as Cienega, also as one of the first schools and an early post office (Warring, 1959).

3.0 OPEN SPACE

State law defines open space as any area of land or water dedicated to the following general categories of uses:

- preservation of natural resources,
- managed production of resources,
- provision of outdoor recreation,
- protection of the public health and safety.

Of the City's 1,606.93 acres, approximately 619.44 acres (or 38 percent) are presently used for agriculture or open space. These uses are inventoried and discussed in Table IV-7.

Open space within the City occurs on the southern flanks of the Sierra Madre Mountains primarily in the northern portion of the City. Smaller, less conspicuous areas of open space are located in the Santa Clara River area and on small undeveloped lots throughout the existing City limits. The mountains provide the most visually prominent open space areas, and form a natural visual backdrop to the City. Although some disturbance has occurred in the mountain areas, they represent a substantial natural open space area with a vegetation component typical of the natural hillsides at higher elevations, and those mountains surrounding the City.

CITY OF FILLMORE

Table IV-6. Potential National Register Landmarks/Districts

Site Number	Street	Address(es)	District
1	A Street	348, 311	
2	Central Avenue	300, 360, 461, 555, 757	
3	Central Avenue	400 block - east side	X
4	Clay Street	400 block - both sides	X
5	Fillmore Street	400 block - both sides	X
6	First Street	400 block - both sides	X
7	Main Street	447	
8	Saratoga Street	400 block - both sides	X
9	Second & Saratoga St.	600 - corner	
10	Sespe Avenue	400 block - south side	X
11	Sespe Avenue	627	
12	Third Street	461	

Source: Project Review Committee (June 1983), Fillmore Cultural Heritage Survey.

NOTE: A continguous district would include the 400 blocks of the following streets: Central Avenue, Fillmore Street, Saratoga Street, and Clay Street.

CITY OF FILLMORE

Table IV-7. Open Space Inventory

1984

Category	Location	Acres	Use: Present	Use: Planned
Natural Resources	Hillsides	95.24	Unimproved	Unimproved and Restricted Development
Agriculture	Various	181.79	Orchards	Various Urban
Outdoor Recreation	Various	2.88	Public Parks	Public Parks
	"B" Street	0.19	Public Parks	Residential
Public Health	Santa Clara River	213.10	Flood Plain	Flood Plain
	Pole Creek	24.21	Flood Control	Flood Control
Other	East of Sespe Creek Levee	102.03	Unimproved	Various Urban
TOTAL ACRES		619.44		

3.1 Natural Resources

Opportunities for natural resource preservation within the present City limits are generally limited to hillside areas. Additional residential development in these areas will be restricted so as to minimize grading and reduce the loss of vegetative cover. Urban Expansion into the Planning Area, which is identified in the Land Use Element, will bring limited additional open space into the City along the hillsides and waterways. Development proposals in areas in the hillsides should include measures to preserve and protect unimproved hillsides. Projects proposed along the Santa Clara River and Sespe Creek should incorporate measures to protect sensitive riparian communities and enhance the recreational opportunities along the waterways.

3.2 Agriculture

In 1984, the City contained 181.79 acres devoted to agricultural production. Adjacent to or surrounded by existing urban development, these lands are expected to be developed as urban uses within the time frame of the Plan. Projected growth will also extend development into agricultural lands beyond City limits to the east. This growth will result in the conversion of approximately 200 acres from agriculture to urban uses. The City's policy to protect and preserve surrounding agricultural lands is reflected in the Land Use Element as it directs anticipated population growth to lands where such growth will least impact surrounding agricultural activities and promotes infill development prior to development in outlying areas.

3.3 Outdoor Recreation

The maintenance of open space for outdoor recreation is discussed in the Parks and Recreation section of the Public Facilities Element.

3.4 Public Health and Safety

Please refer to the Land Use and Safety Elements for a discussion of designating hazardous areas as permanent open space areas.

In order to preserve the rural character of the region, the City should adopt a policy of managed urban development including support for the "Greenbelt" established between Fillmore, the City of Santa Paula and Ventura County. Extending from the eastern boundary of Santa Paula to the western boundary of Fillmore (Sespe Creek Levee - Santa

Clara River - "A" Street), the Greenbelt acts to discourage urban sprawl and protect existing agricultural lands and open space. The projected growth identified for the City in 2010 in the Land Use Element and Land Use Map is consistent with the City's Greenbelt Agreement.

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V.
NOISE
ELEMENT

V. NOISE ELEMENT

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1.0 INTRODUCTION

When sounds become unwanted irritants, they become noise. As an environmental pollutant, noise is a waste product of our high technology, fast-paced way of life. Noise is also recognized as a potential hazard, not only detracting from the quality of life but having the potential to cause psychological and physical harm. However, noise is a subjective experience - sound which is desirable to one listener may be considered as noise to another.

1.1 Sources of Noise

While motorized vehicles are the most prevalent noise source, industrial operations, construction work, sirens, radios and other generators can transform a quiet scene into a chaos of unwanted sounds. Home, office and factory interiors may provide refuge, but they also are hosts to noise-producing machines, appliances and communication devices. Among the noisier interior places, the kitchen is filled with so many devices that, combined with hard-surfaced walls, cabinets and floors, it can become an unhealthy noise environment.

Among exterior noise sources, transportation vehicles dominate. Automobiles, trucks and buses create a constant stream of sounds, varying by time of day and by a variety of site conditions. Transportation noise is made up of three source components: the engine (primarily the cooling fan), exhaust gases and tires. Also affecting the noise level are vehicle speed and acceleration, and road grade and surface condition. Other contributors to transportation-generated noise are trains and airplanes; however, these are not substantial sources of noise within the City.

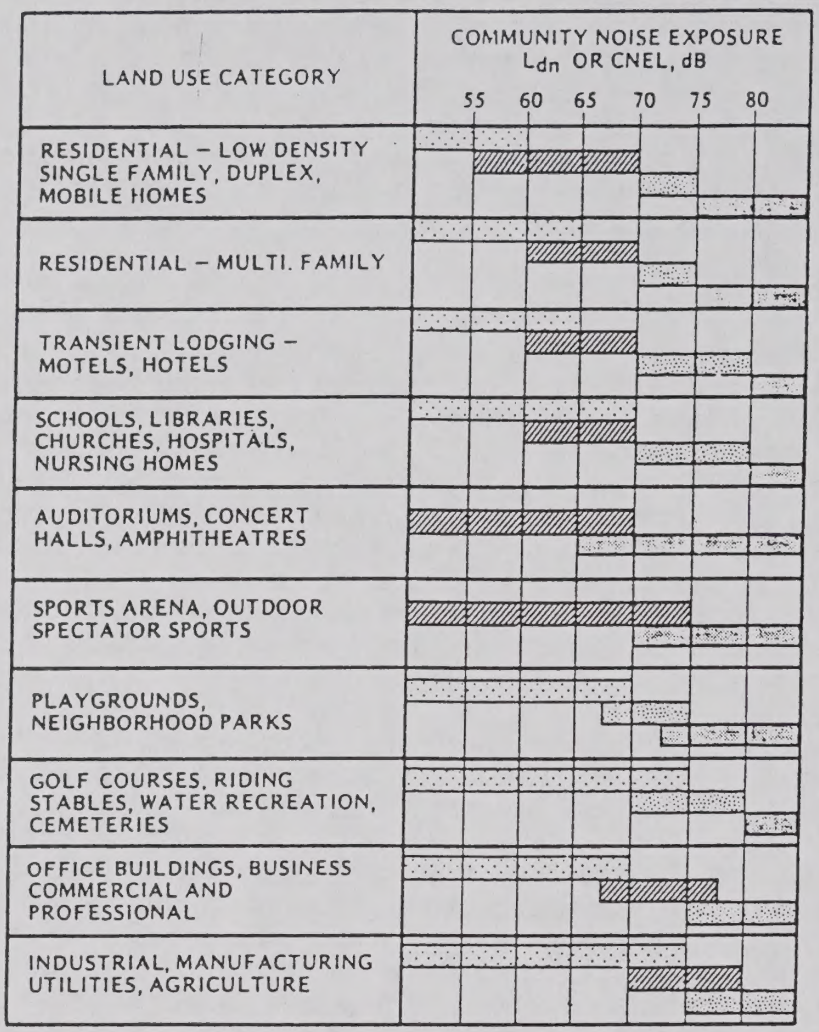
1.2 Effects of Noise (Figure V-1)

Sound levels are determined by the noise generating characteristics and distribution of noise sources within a given regional or local area. The effects of ambient sound levels on offsite receptors depend largely on the characteristics of the receptors and the intensity, frequency, duration, and spatial and temporal distribution of the noise source. The direct effect of noise on people range from annoyance to inconvenience to hearing damage. Environmental noise guidelines (Figure V-1) specify levels of sound consistent with the protection of the public health and welfare, including the prevention of annoyance or discomfort caused by noise. These State-established guidelines indicate that the highest recommended

FIGURE V-1

LAND USE NOISE SENSITIVITY

General Plan



INTERPRETATION

NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analy of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn}. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn}.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Community Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

SOURCE: CALIFORNIA DEPARTMENT OF HEALTH, OFFICE OF NOISE CONTROL

exterior noise level for single-family and multi-family residential land uses is 60 and 65 dB(A), respectively; the highest recommended noise level for most commercial land uses is 70 dB(A); and the highest recommended noise level for institutional uses, such as schools, parks, hospitals, etc., is 70 dB(A) Ldn.

1.3 Noise Measurement

Loudness, duration, frequency and tone describe the characteristics of noise and help identify whether a noise source is likely to be harmful. Common noises range from a distracting whisper to a thunderous locomotive train. To begin to accurately measure the range of sounds, a loudness scale has been developed called the decibel (dB) scale.

Beginning with 0 dB, representing the weakest sound detectable by the human ear, the scale increases in logarithmic fashion to approximately 150 dB (equivalent to a jet carrier deck operation). At a logarithmic scale, the measured loudness increases geometrically; thus, an increase from 30 dB to 60 dB is not a doubling but an eight-fold increase in relative loudness.

The decibel scale has been modified to adjust for the sensitivity of the human ear with regard to tone. We tend to be more sensitive to high-pitch sounds than to low-pitch, and the scale is thus weighted to account for this bias. This adjustment is called the A-weighted decibel scale, and is notated as dB(A). The dB(A) scale is the commonly accepted scale for measuring noise sources.

To develop an indicator of sound levels occurring over a 24-hour day, it is necessary to average the sound occurring throughout the day. This averaging procedure yields a single-number index called the day-night noise level, or Ldn. The Ldn is based on the equivalent sound level (Leq), which is a constant sound level that is equivalent to the same amount of acoustic energy as the actual time-varying sound over the same time period. Appropriately weighted Leqs are combined for a 24-hour period to result in the day-night average level, or Ldn. The procedure includes a weighting of noise that occurs at night to account for the increased sensitivity people have to noise after dark.

Using the weighted decibel scale and the day-night noise level, quantitative estimates of noise exposure in the City can be determined. These estimates are shown graphically as noise contours. Contour lines show areas having higher noise levels and are typically

located around major roads, airports and certain industrial activities. Miscellaneous sources, such as a fire station siren or backyard rock and roll band, are not included in the contour areas. It should be remembered that the noise contours are general indicators of noise exposure and not precise levels. Estimating and smoothing limit the exactness of the contour map; precise estimates require a more detailed site analysis.

The State Office of Noise Control has issued guidelines for the preparation of a local Noise Element which detail a local jurisdiction's responsibility for identifying a) noise sources, b) an inventory of noise-sensitive areas and c) measures addressing existing and foreseeable noise problems. This Element is prepared in accordance with these guidelines.

2.0 NOISE AND LAND USE COMPATIBILITIES (Figure V-2)

The relationship between noise and the General Plan is most commonly expressed in terms of compatibility of land uses. When noise-sensitive uses are kept distant from noise sources, the result is a higher quality living environment.

Within the City, land uses considered sensitive to noise include residential areas, schools, hospitals, etc. The schools and hospitals are identified in Figure V-2. The ways noise sensitive land uses can be adversely affected by noise include (a) increasing vehicular traffic on adjacent roadways; and (b) locating high noise generating land uses directly adjacent to noise sensitive uses. Where a land use is denoted as "normally acceptable" in Figure V-1 for the given Ldn noise environment, the highest noise level in that range should be considered the maximum desirable for conventional construction which does not incorporate any special acoustical treatment. Not all activities occur indoors, however, and so another consideration affecting land use compatibility is the anticipated amount of time which will normally be spent outside the structure.

3.0 EXISTING NOISE CONDITIONS (Figures V-3, V-4, V-5)

The existing noise environment in the City is largely determined by three primary noise sources which include vehicular traffic on local roadways, activity associated with local industrial development, and general human activity associated with local residential and commercial land uses. Secondary noise sources in the City include railroad activity associated with the local rail line and occasional overflights of aircraft. These secondary sources are not investigated in this document because the railroad only makes one run through the City a day and future

CITY OF FILLMORE CALIFORNIA

NOISE-SENSITIVE LAND USES

General Plan

FIGURE V-2

LEGEND

1 SESPE ELEMENTARY SCHOOL

2 SAN CAYENTANO ELEMENTARY SCHOOL

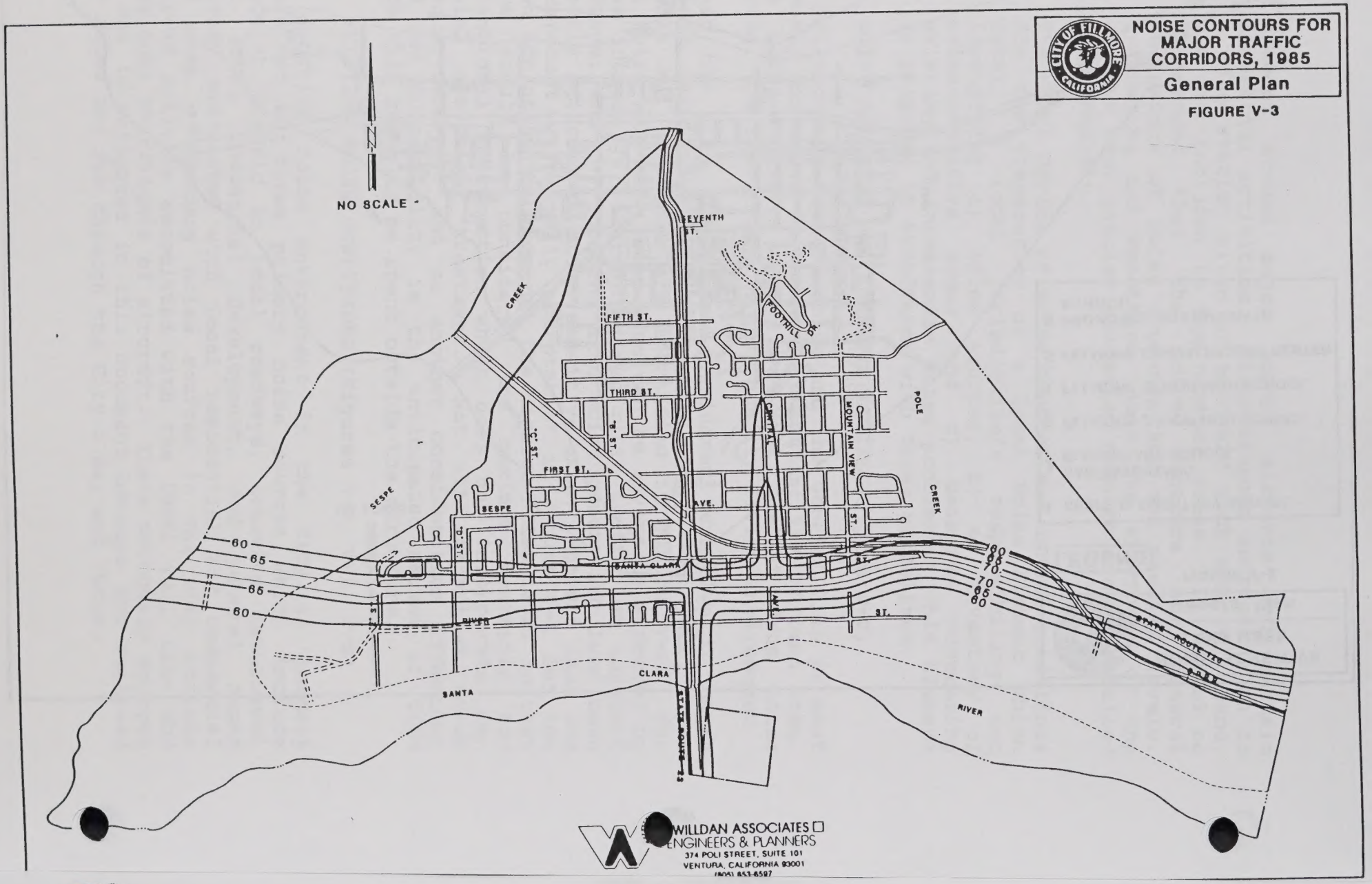
3 FILLMORE JUNIOR HIGH SCHOOL

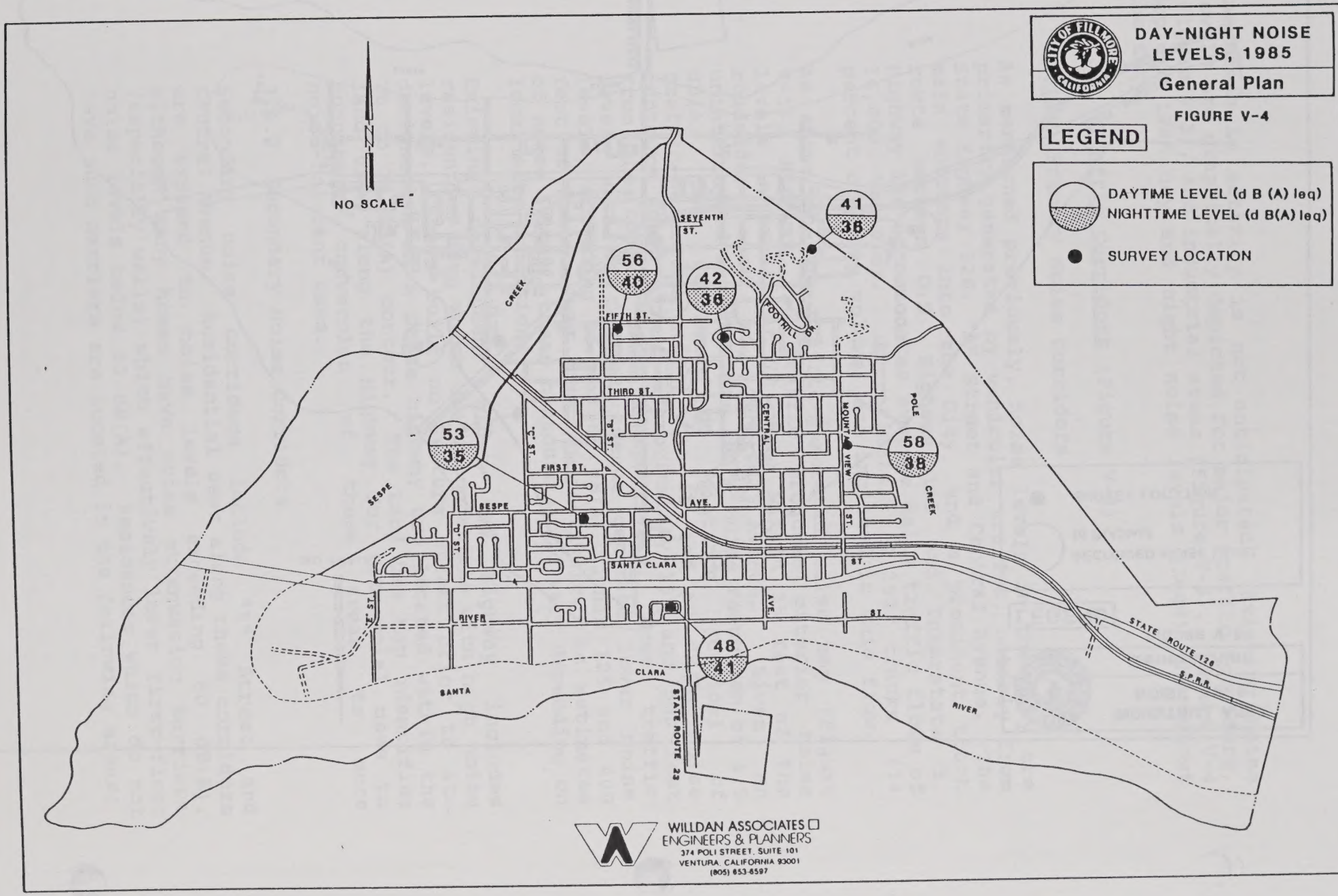
4 FILLMORE SENIOR HIGH SCHOOL

5 FILLMORE CONVALESCENT CENTER

6 PROPOSED INTERMEDIATE SCHOOL

WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 POLI STREET, SUITE 101
VENTURA, CALIFORNIA 93001
(805) 653-6597


NOISE CONTOURS FOR MAJOR TRAFFIC CORRIDORS, 1985
General Plan
FIGURE V-3
CITY OF FILLMORE CALIFORNIA
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
FOOTHILL DR.
CENTRAL AVE.
MOUNTAIN VIEW ST.
POLE CREEK
SESPE CREEK
SESPE AVE.
"B" ST.
"C" ST.
"D" ST.
SANTA CLARA ST.
SANTA CLARA RIVER
STATE ROUTE 126
STATE ROUTE 23
60
65
70
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 POLI STREET, SUITE 101
VENTURA, CALIFORNIA 93001
(805) 653-6597


DAY-NIGHT NOISE LEVELS, 1985
General Plan
FIGURE V-4
LEGEND
DAYTIME LEVEL (d B (A) leq)
NIGHTTIME LEVEL (d B(A) leq)
SURVEY LOCATION
NO SCALE
N
41
36
56
40
42
36
53
35
58
38
48
41
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
BESPE
AVE.
SANTA CLARA
ST.
RIVER
CLARA
SANTA
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
FOOTHILL DR.
CENTRAL
MOUNTAIN VIEW
POLE
CREEK
SESPE
CREEK
RIVER
"A" ST.
"B" ST.
"C" ST.
"D" ST.
"E" ST.
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ENGINEERS & PLANNERS
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INDUSTRIAL AREA
NOISE, 1985
General Plan
FIGURE V-5
LEGEND
RECORDED NOISE LEVEL
(d B(A) leq)
SURVEY LOCATION
NO SCALE
N
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE
SESPE
CREEK
SESPE
CREEK
POLE
FOOTHILL
CENTRAL
MOUNTAIN VIEW
AVE.
ST.
SANTA CLARA
ST.
RIVER
ST.
AVE.
ST.
STATE ROUTE 126
S.P.R.R.
CLARA
SANTA
RIVER
STATE ROUTE 23
'A' ST.
'B' ST.
'C' ST.
'D' ST.
'E' ST.
63
63
68
63
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increases in activity is not anticipated. Existing noise levels are graphically depicted for major traffic corridors, (Figure V-3), and industrial areas (Figure V-5). Figure V-4 depicts 1985 day and night noise levels (Leqs) throughout the City.

3.1 Traffic Corridors (Figure V-3)

3.1.1 Primary Noise Corridors

As mentioned previously, noise levels in the City are primarily generated by vehicular traffic, notably from State Highway 126, "A" Street and Central Avenue. The main entrance into the City, and a prominent truck route between U.S. Highway 101 and Interstate 5, Highway 126 accommodates average daily traffic flows of 16,000 vehicles. Approximately 2,200 trucks (14 percent of daily volume) are included in this flow.

As shown on the traffic-generated noise map (Figure V-3), Highway 126 traffic produces exterior noise levels in excess of 70 dB(A) within 35 feet of the roadside, east of Central Avenue. Given an uninterrupted line of site and a noise reduction of 4.5 dB(A) per doubling of distance (typical of traffic-generated noise) the 65 and 60 dB(A) noise contours would extend approximately 150 and 500 feet from the roadway edge, respectively. Lower traffic levels west of Central Avenue generate lower noise levels, exceeding 65 and 60 dB(A) within 125 and 400 feet of the roadway edge, respectively. As estimates of noise levels, these contours would vary depending on local site conditions.

Existing development along the Highway includes residential uses which are incompatible with high noise levels. Homes built on Ventura Street prior to its designation as a State highway are located within the 70 to 74 dB(A) contour. The Land Use Map identifies land uses along the Highway for Commercial uses to encourage conversion of these areas to more noise-tolerant uses.

3.1.2 Secondary Noise Corridors

Secondary noise corridors include "A" Street and Central Avenue. Residential uses along these corridors are exposed to noise levels exceeding 60 dB(A), although many homes have noise attenuation barriers (especially walls) which effectively lower first-floor noise levels below 60 dB(A). Residences which do not have such barriers are located in the following areas:

- o on Central Avenue between First and Fourth Streets
- o on "A" Street between Highway 126 and Old Telegraph Road Third and Fifth Streets, and
- o on the north side of State Highway 126 between "D" and "C" Streets "A" and Palm Streets, and Saratoga and Mountain View Streets.

3.2 Industrial Parks (Figure V-5)

Existing noise levels at local industrial sites (Figure V-5) are at or below 68 dB(A) as required by the Fillmore Zoning Ordinance performance standards for industry. Residential areas have noise levels consistent with those typical of rural areas and small towns. With the exception of the highway and major street corridors, Fillmore residents enjoy a relatively quiet noise environment.

4.0 EXPECTED NOISE CONDITIONS

In planning for the City's future noise environment, estimates of noise levels must be based on full build-out under the City's General Plan, including consequential traffic volumes. In general, the expected noise environment will be contingent upon three factors:

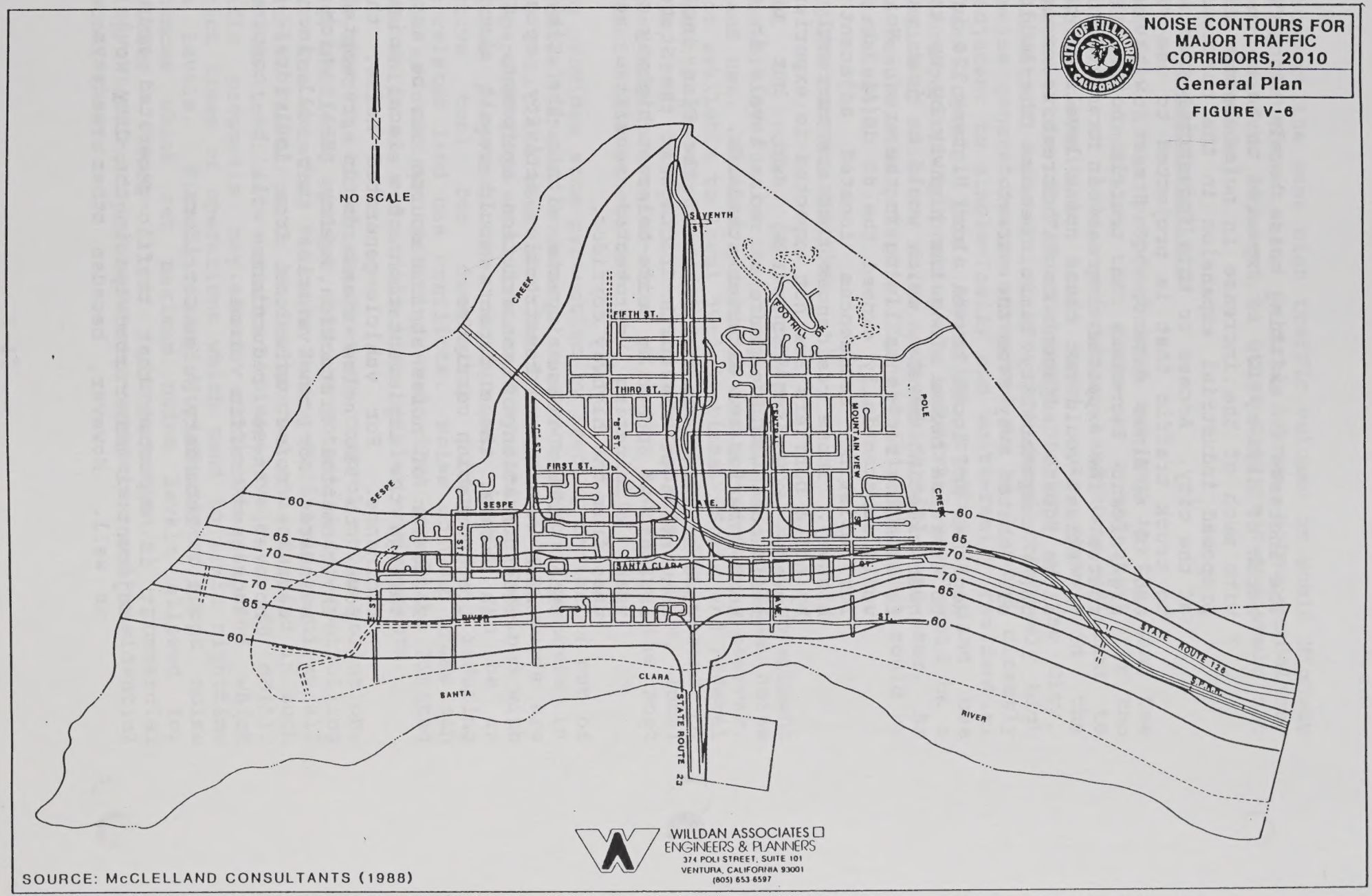
- o expected changes (increases) in the number of noise sources, specifically traffic volumes;
- o application of noise-control measures to reduce noise at the source; and
- o noise mitigation measures applied to decrease exterior and interior noise levels.

4.1 Noise Corridors (Figure V-6)

4.1.1 Primary Noise Corridors

Noise exposure contours were developed for full buildout under the City's General Plan, based on an updated version of the Federal Highway Noise Prediction Model (STAMINA 2.0, FHWA, 1982). The noise contours were based on the traffic volumes assumed in the Circulation Element. Posted speed limits were assumed to remain unchanged.

The 2010 Noise Contour Map (Figure V-6) indicates the locations of noise level contours resulting from projected traffic volumes. Those road segments experiencing the largest percentage increases in traffic are expected to produce the greatest noise level increases. State Highway 126 and "A" Street north of the State Highway are expected to have the greatest noise level increases.


NOISE CONTOURS FOR MAJOR TRAFFIC CORRIDORS, 2010
General Plan
FIGURE V-6
CITY OF FILLMORE CALIFORNIA
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
FOOTHILL DR.
MOUNTAIN VIEW
POLE
CREEK
SESPE
SANTA CLARA
RIVER
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
60
65
70
WILLDAN ASSOCIATES
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VENTURA, CALIFORNIA 93001
(805) 653 6597
SOURCE: McCLELLAND CONSULTANTS (1988)

The increase in existing noise levels along "A" Street north of Highway 126 is expected to be up to 6 dB(A), with much of the increase in noise levels due to the proposed industrial expansion in the northwest corner of the city. Access to this industrial area is limited to truck traffic that is projected to use "A" Street and to a minor extent, "C" Street, with subsequent significant increases in traffic noise along both routes. The expected increase in traffic noise along "A" Street would not cause noise levels at the school sites located adjacent to "A" Street to exceed the 70 dB(A) compatability limit, because the buildings are all located away from the street.

Regional and local travel along Highway 126 is expected to increase noise along the highway by up to 3 dB(A) over existing levels, which would be just perceptible to existing residents living in the area. Noise levels would substantially exceed the 60 dB(A) Ldn guideline for existing residences located adjacent to the highway. Those residences that are currently shielded by noise barriers are not expected to experience noise levels exceeding 65 dB(A) Ldn, but unshielded residences would experience noise levels in excess of both interior and exterior standards.

However, complete build-out of the Plan includes the conversion of the north frontage of the State Highway east of "A" Street to noise-tolerant highway commercial uses, eliminating unprotected sensitive residential uses from the highway corridor.

Other future noise impacts within the City involve noise related to construction activity, specifically, transportation of construction equipment. Short-term in nature, these impacts would result along primary transportation corridors.

Reduction of noise at the source can be accomplished through the implementation of a local noise control ordinance. For vehicle-generated noise, the City's power to set noise standards is pre-empted by the Environmental Protection Agency (EPA) which has set standards for new vehicles that will incrementally decrease noise emissions from individual vehicles; however, these reductions will be compromised by increased traffic volumes.

4.1.2 Secondary Noise Corridors

It is expected that traffic-generated noise levels adjacent to other roadways in the City would increase as well. However, because other roadways would not

support the same high traffic volumes as would Highway 126, "A" Street, and Central Avenue, noise guidelines at locations adjacent to other City roadways would not be exceeded.

4.2 Industrial Plants

Review of the proposed land use map in the Land Use Element indicates that there is a potential for the creation of noise generating land uses adjacent to noise sensitive land uses. As shown in the northwestern and southwestern portions of the City, industrial uses which are considered relatively high noise generators are proposed to be located directly adjacent to single-family and multi-family residential land uses. This situation creates a land use incompatibility problem as industrial uses would be a cause of nuisance noise near residential land uses. As a result, the potential for significant impact could be created.

5.0 NOISE CONTROL MEASURES

Control of noise is considered a local government responsibility due to the close relationship between noise and land use. Several potential control measures, however, are not available to local jurisdictions. State and Federal governments pre-empt cities and counties with regard to vehicle, rail and aviation noise standards. Thus, local agencies are prevented from directly addressing the most prevalent noise generators.

Zoning provides some protection by keeping factories out of residential areas; however, as shown by the contours in Figure V-3, land uses such as freeways or major roads are not separated from sensitive areas by zoning. Combined with effective programs, the contour map itself can be an effective tool for developing policy for reducing noise-related land use conflicts. Noise contour areas can operate as overlays, defining areas that should be limited to uses which are compatible with noisier environments.

Cities must use other measures to control noise pollution. Zoning, mentioned earlier, has the potential for controlling noise. The existing Fillmore Zoning Ordinance requires all industrial buildings to be constructed and occupied in such a way as to limit exterior noise levels to 68 dB(A). Specific proposals may have conditions imposed which restrict times of operations which tend to limit nighttime noise levels. Finally, many jurisdictions adopt noise ordinances which set maximum noise levels allowed for activities such as construction, commercial loading/unloading, powered motor vehicles and residential air conditioners.

Another approach to noise control is found in project-design review. Orienting structures away from noise or setting them back from noise sources are site-specific measures that can reduce interior noise pollution. Separating noise-sensitive uses and the noise source with other structures can help attenuate noise as can natural topography, such as low mounds or hills. Building construction techniques commonly used to reduce interior noise include:

- o increasing wall mass or thickness,
- o using wall cavity partitions,
- o enlarging the airspace around the noise sensitive uses,
- o adding acoustical blankets,
- o increasing window glass thickness,
- o using double-glazed window.

Outside the structure, noise barriers can effectively reduce noise if properly designed and constructed. Barriers such as walls, berms or embankments can reduce noise 5 to 10 dB(A) depending on their placement relative to the noise source and how well they prevent the passage of noise. Finally, it should be noted that landscaping with trees and shrubs is not an effective noise barrier.

6.0 REFERENCES

Westland Geological Services, Inc. 1986. Draft Initial Study: City of Fillmore General Plan.

McClelland Consultants (November 1988). Final Environmental Impact Report - City of Fillmore General Plan Update, 1988-2010. (Ventura, California).

VI.
SAFETY
ELEMENT

CITY OF FILLMORE
CALIFORNIA

VI. SAFETY ELEMENT

TABLE OF CONTENTS

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1.0 INTRODUCTION

The purpose of the Safety Element is to provide information on hazards and hazard preparedness in the City. Rather than a complete hazards management program, this Element should be viewed as a guide to local conditions which may be hazardous. This Element also contains policies that address the likelihood of loss of property or life in existing and proposed developments.

Before the City can plan how to deal with potential disasters, the hazards which can lead to these disasters must be identified and priorities for action must be assigned. Hazards analysis is a process for determining the emergency management needs of the community. One aspect involves knowledge of the kinds of hazards to which the City is subject. There are hazardous events which occur frequently but do little damage and therefore create little more than routine emergency needs. There are also events which occur infrequently (or may not have occurred but could occur), yet would have catastrophic effects and require extraordinary emergency management responses. This Element provides an estimate of emergency management needs by collecting available historical and quantitative data about local hazards.

Another aspect of the hazards analysis is knowledge of the community. This involves in inventory of areas in the community susceptible to damage from the occurrence of an event at a given intensity or location. This knowledge includes the number of people, age and location of buildings, and communication, transportation or other systems exposed to damage, interruption or collapse. When knowledge of hazards is combined with their potential impacts on the community, the result is a measure of the vulnerability of the community. Adequate information about the hazards will enable a community to assign priorities for its emergency management needs.

The Safety Element brings together information from several sources to describe the vulnerability of the community to known and suspected hazards. In many cases, this information is incomplete, and additional studies can and should be undertaken. Nevertheless, the present level of data should not be considered an obstacle to preparing a hazards management plan. Just the knowledge that the City is subject to a hazard will provide direction for its emergency management program. The Element is a balance between the need to develop a systematic multi-hazards management plan and the limitations in resources and methodologies available for preparing such a plan.

2.0 SEISMIC SETTINGS AND EARTHQUAKE HAZARDS (Figure VI-1)

The City is located within the Transverse Range of east-west trending valleys, mountain ranges and earthquake faults. The City is also located 33 miles southwest of the San Andreas Fault. Significant earthquakes in the City which may occur in the foreseeable future and which should be considered in the design of structures are of two types: (a) major events generated by movement on a very large but relatively distant fault, and (b) medium-sized events generated by movement on a closer fault.

The most likely event of the first category is the Richter magnitude 8.0 - 8.5 earthquake expected on the San Andreas Fault within the next 30 years. Locally, the effect would be strong shaking with maximum ground accelerations within a range of 0.30 to 0.40g, where "g" is the decimal fraction of the acceleration of gravity. The shaking could last for one minute. (By comparison, the duration of the 1971 San Fernando earthquake was 12-15 seconds.)

More intense, but shorter-duration shaking can be expected from one of the active faults closer to the City. The San Cayetano Fault traverses the northern edge of the Santa Clara Valley and passes through the City near Fourth Street and Pole Creek. The Oak Ridge Fault is located along the southern edge of the Santa Clara Valley and is one mile from the City at its nearest point. The maximum credible expected earthquake magnitude at either local fault is 7.5 - 8.0 on the Richter scale.

It is important to note that these are maximum values anticipated for the most extreme credible earthquake. Their probability of occurrence is not known. Nevertheless, future development should be directed away from the western portion of the San Cayetano Fault. Projects proposed within 100 feet of the San Cayetano Fault line should identify the potential for earthquake hazard as part of the soils engineering investigation or environmental impact report.

Seismic hazards affecting the City can be separated into two major categories: ground surface displacement due to fault movement, and ground shaking due to earthquakes on nearby or regional faults.

2.1 Surface Displacement

Ground surface displacement occurs along the trace of a fault during moderate to strong earthquakes and usually manifests itself in a relatively narrow, but intensely disturbed zone. The effects of surface displacement along a fault in a populated area can be disastrous, in that structures, roadways, pipelines, utilities,

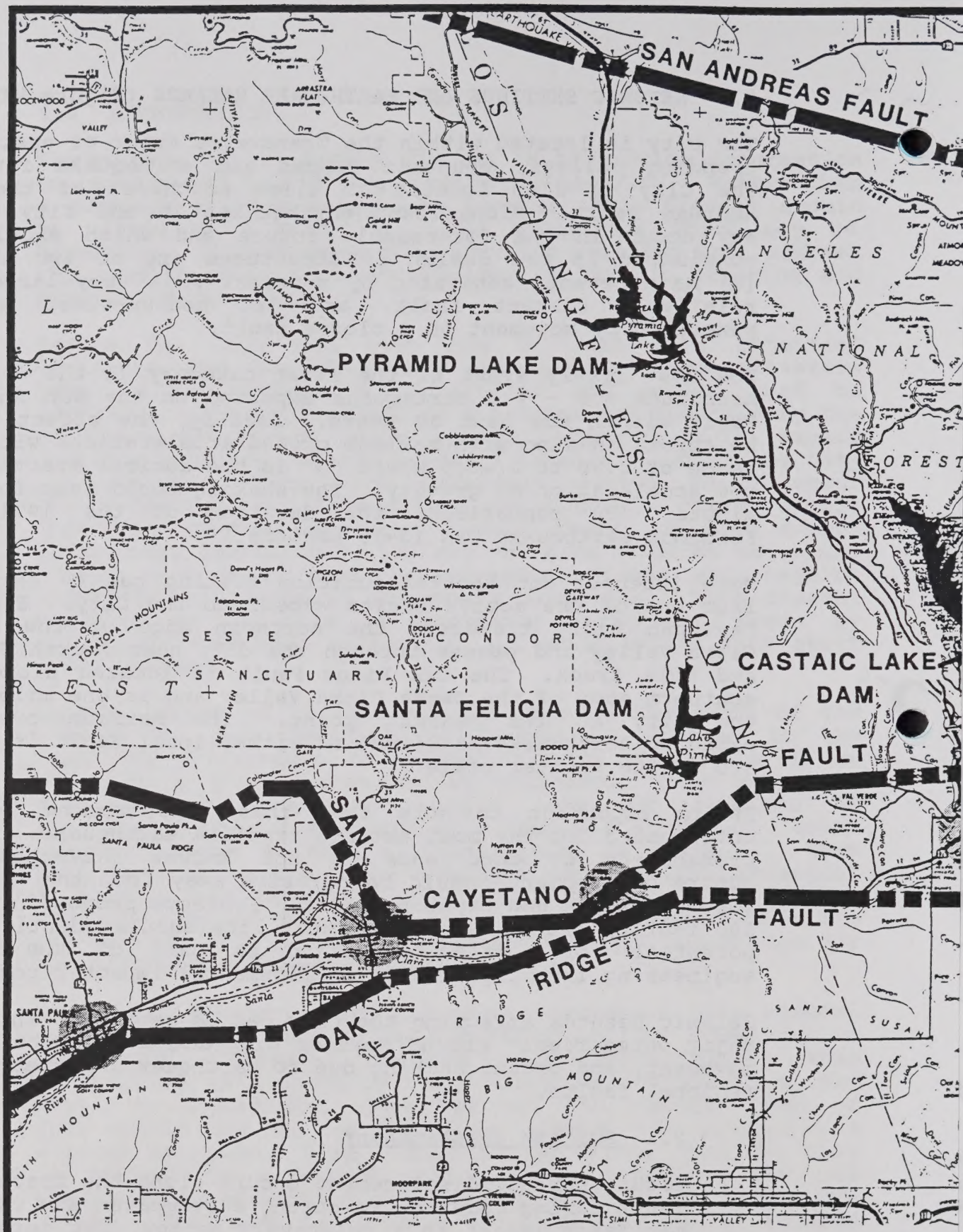


FIGURE VI-1

CITY OF FILLMORE CALIFORNIA

ACTIVE FAULTS IN FILLMORE REGION

General Plan

railroad tracks and storage tanks are either severed or so badly damaged that they are no longer functional. Designing improvements to resist surface displacement along a fault is not economically feasible.

The City of Fillmore may be subject to the risk of surface displacement. The San Cayateno Fault traverses the northwestern portion of the City (See Figure VI-1). It has been classified by the Division of Mines and Geology as an active fault. Because it does not meet all criteria for the Alquist-Priolo Act, the portion of the fault which passes through the City and proceeds easterly is not considered active enough to warrant special zoning under the act. The portion of the fault west of the City limits, however, was recently assigned a Special Studies Zone.

The San Cayetano Fault is a northerly dipping thrust fault which comprises a segment of a complex system of reverse and thrust faults including the Red Mountain, Sulphur Mountain, San Cayetano and Holser Faults. This system of faults runs 65-70 miles from off-shore of Carpinteria westward to Castaic and represents an important structural element in the regional geological framework.

In classifying the San Cayetano Fault as active, the State Geologist has determined that enough evidence exists to indicate that the latest movement along this fault occurred less than 11,000 years ago (Holocene epoch). Under State law, an active fault is one which has demonstrated movement within the past 11,000 years, and an inactive fault is one which can be shown by direct evidence (radiometric dating or geologic relationships) to have <u>not</u> moved in the past 11,000 years. A potentially active fault is a fault which has demonstrated movement during the Quaternary Period (the past 3,000,000 years), but for which evidence is lacking to determine whether it is active or inactive.

Under the Alquist-Priolo Special Studies Zones Act, a Special Studies Zone is assigned, by the State Geologist, to all active faults on a priority basis. The zone extends a minimum of 1/8 mile (660 feet) on either side of the fault. Any structure for human habitation, which is proposed within the Special Studies Zone, must be shown to be at least 50 feet from any trace of this fault. The level of expertise necessary to determine that the structure is appropriately sited usually involves engaging a registered geologist to perform a sub-surface study with trenches or borings. At a minimum, all new development proposed within the hazard management zone established under the Alquist-Priolo Act should comply with State Requirements.

While the eastern portion of the San Cayetano Fault is not subject to the Alquist-Priolo Act, Ventura County has identified a fault hazard zone for Fillmore in its Seismic Safety Element and recommends special development standards. These standards comply with State requirements pursuant to the Alquist-Priolo Act.

2.2 Ground Shaking

The City of Fillmore will be subject to strong to severe ground shaking from significant earthquakes generated on nearby or regional faults. Table VI-1 summarizes the known faults in the region and tabulates their earthquake-generating capabilities. It illustrates several important facts. First, the moderate-size earthquakes postulated on the San Cayetano and Oak Ridge Faults will produce very high levels of ground shaking within Fillmore because the faults are very close. The earthquake expected on the San Andreas Fault will be one of the "great earthquakes" to occur in Southern California and is significant because of its high probability of occurrence. However, the ground accelerations in Fillmore from the event will be relatively low due to its distance from the fault (33 miles). Strong shaking from the San Andreas Fault will last approximately 60 seconds, while the strong shaking from the San Cayetano or Oak Ridge earthquakes may only last up to 20-25 seconds.

Significant earthquakes can and will occur on other faults. However, available evidence indicates that their effect in Fillmore will be significantly less than the effects from the faults listed on Table VI-1.

In evaluating seismic hazards, the primary concern should be the identification of buildings and systems likely to suffer significant damage during a strong earthquake. In Fillmore these include older commercial and residential structures, critical-use structures to be used for emergency response activities, and the City's utility networks. The Central Avenue Business District is composed of unreinforced brick buildings, most of which were constructed prior to the enactment of stringent building codes. The City's eastern and north-western areas contain many old wood-frame houses which are not anchored to their foundations. Water, wastewater, natural gas, power and telephone systems are all subject to potential damage from ground shaking. The earthquake which struck Coalinga, California in 1982 provides an example of the damage the City would likely suffer in the event of a major local earthquake: loss of the downtown commercial

Table VI-1. Known Faults in Fillmore Region

Active Faults	Distance from Fillmore (Miles)	Expected Magnitudes (Richter)	Maximum Reportable Ground Acceleration Gravity	Approximate Probability of Occurrences (100-Year Period
San Cayetano	0	6 1/2 - 7	0.50 - 0.70	High
Oak Ridge	1.5	6 - 7	0.40 - 0.60	High
San Gabriel	16	6 1/2 - 7	0.15 - 0.20	Intermediate
San Andreas	27	8 - 8 1/2	0.15 - 0.20	Imminent
Potentially Active Faults:				
San Ynez	12	6 - 7	0.10 - 0.20	Low
Pine Mountain	13	6 - 7	0.10 - 0.20	Very Low
Malibu Coast	24	6 - 7	0.10 - 0.15	Low

1/ Source: Westland Geological Services, Inc., 1986.

district; disruption in older residential neighborhoods, including collapsed porches, toppled fireplaces and upset building foundations; and temporary loss of public utility services.

Critical-use structures are specific buildings necessary for the successful implementation of emergency-response activities. The City's Fire Station and City Hall, the San Cayetano Elementary School, the Ventura County Fire Station and local medical offices must be available to provide effective emergency response. All of these buildings have been built according to modern building codes and are designed to withstand substantial ground shaking.

3.0 OTHER GROUND FAILURE HAZARDS (Figure VI-2)

See Figure VI-2 for areas of potential ground instability.

3.1 Shrink-Swell Potential

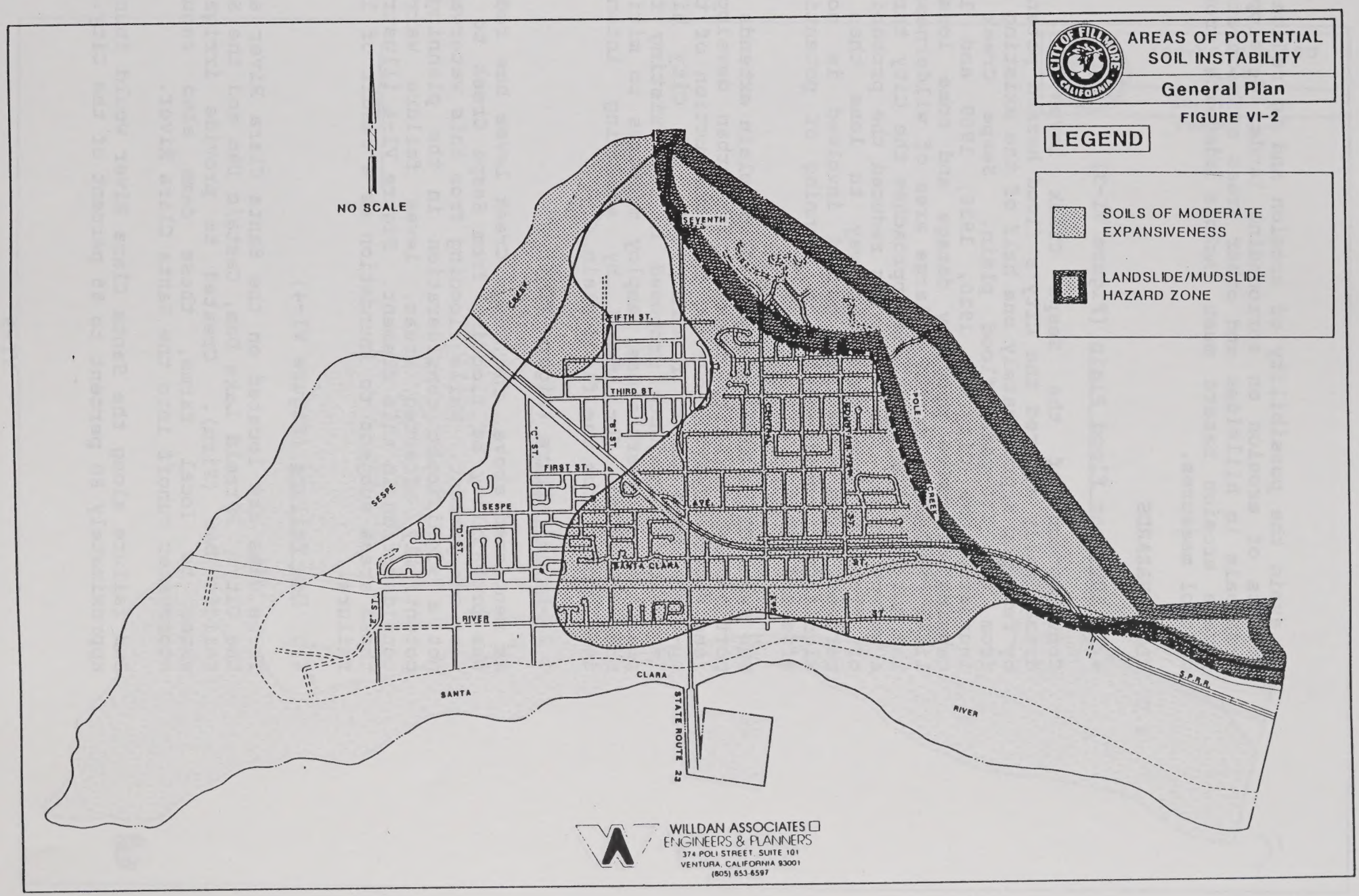
The presence of expansive clays in soil causes it to shrink when dry and swell when wet. A moderate shrink-swell potential exists within most of the City, in surrounding hillsides and in the areas along the Santa Clara River. Proper design and construction of floor slabs and footings will mitigate this problem. Site-specific soil investigations which identify a high shrink-swell potential will require additional building foundations improvements.

3.2 Liquefication

Liquefaction is a soil condition brought about by a shock, typically from a major earthquake. When a high water table is found among certain soil properties, the shock produces a "quicksand" condition and causes a loss of support for building foundations. Fillmore's ground water levels have historically exceeded fifty feet or more below ground surface levels and indicates a low to non-existent liquefaction potential.

3.3 Erosion

Wind, running water and other geological agents all act to wear away the surface of land. The erodibility of an area is dependent on several factors including climate, soil characteristics, slope and type of development. Erosion is not presently a significant problem for the City as urban development is generally confined to areas of slight erosion hazard. However, the hillsides surrounding the City have a moderate to severe hazard primarily due to steep slope conditions.


AREAS OF POTENTIAL SOIL INSTABILITY
General Plan
FIGURE VI-2
CITY OF FILLMORE CALIFORNIA
LEGEND
SOILS OF MODERATE EXPANSIVENESS
LANDSLIDE/MUDSLIDE HAZARD ZONE
NO SCALE
N
SEVENTH
FIFTH ST.
THIRD ST.
FIRST ST.
"B" ST.
"C" ST.
"D" ST.
"E" ST.
SESPE
SESPE
CREEK
SANTA CLARA
AVE.
CENTRAL
SECOND ST.
POLE
CREEK
ST.
RIVER
SANTA
CLARA
STATE ROUTE 23
S.P.R.R.
RIVER
WILLDAN ASSOCIATES
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To avoid the possibility of erosion and to reduce the impacts of erosion on surrounding lands, development proposals in hillsides and other areas of moderate to severe erosion hazard must include adequate erosion control measures.

4.0 FLOOD HAZARDS

4.1 100-Year Flood Plain (Figure VI-3)

Construction of the Sespe Creek levee in 1983 dramatically altered the City's flood hazard potential by removing approximately one half of the existing City from the 100-year flood plain. Sespe Creek has inundated the City in 1920, 1938, 1969 and 1978, causing extensive property damage and some loss of life. The Creek drains a large area of wilderness to the north of the City, and approaches the City through a narrow gorge. The levee has reduced the probability of flooding from this waterway to less than one percent, such that the hazard involved is not a significant consideration in planning of potentially affected areas.

The Santa Clara River 100-year flood plain extends into portions of the City proposed for urban development (see Figure VI-3). However, the construction of three up-river dams makes flooding into the City highly improbable. Projects proposed in the existing flood plain must, nevertheless, employ measures to mitigate the potential for flood by excluding intensive development from the flood plain.

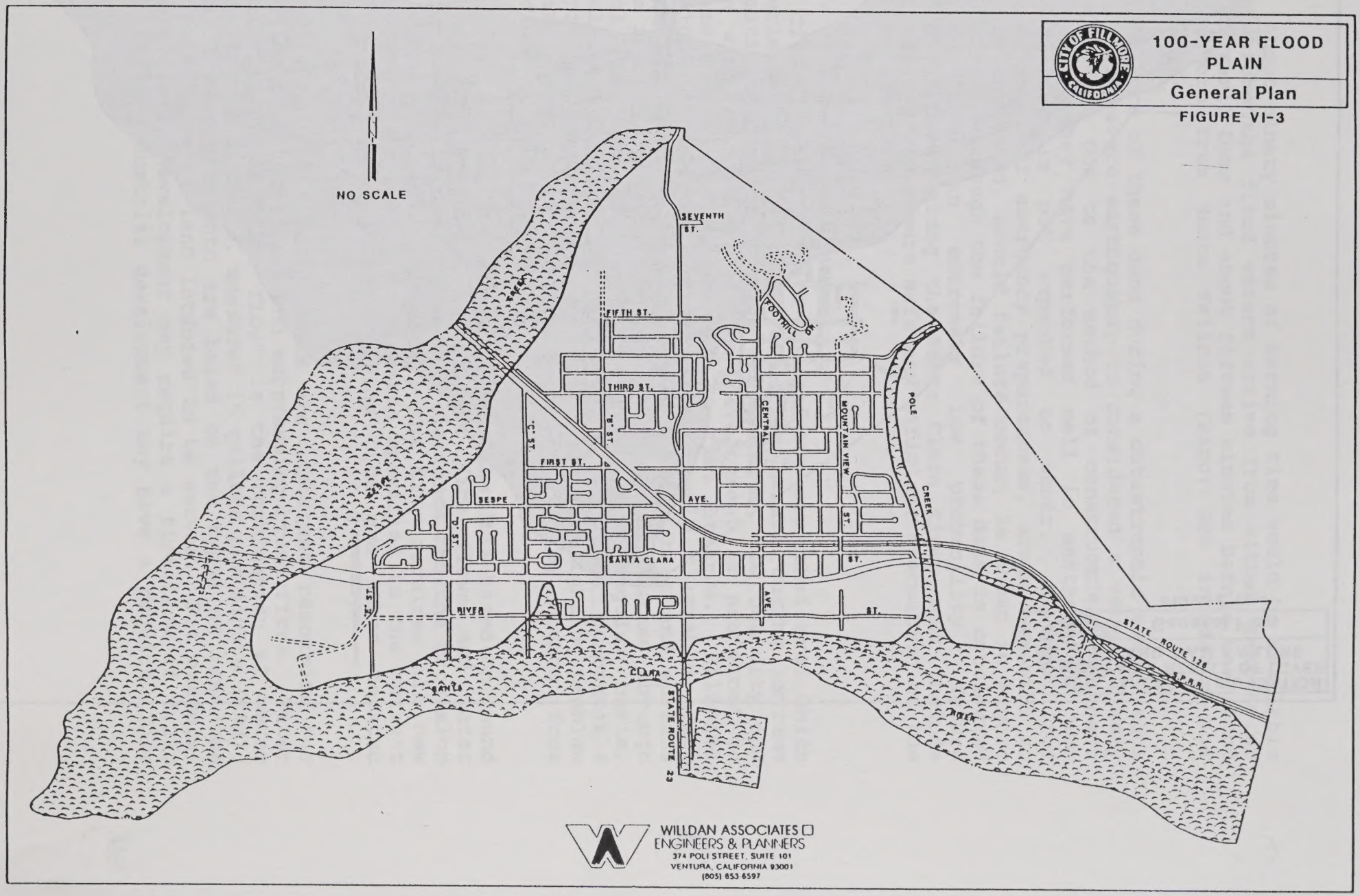
4.2 Levee Failure (Figure VI-4)

As mentioned above, the Sespe Creek Levee has reduced the probability of flooding from Sespe Creek to less than one percent. While flooding from this waterway is not a significant consideration in the planning of potentially affected areas, levee failure warrants consideration in this Element. Figure VI-4 illustrates those areas subject to inundation as a result of levee failure.

4.3 Dam Failure (Figure VI-4)

Three dams are located on the Santa Clara River above the City: Pyramid Lake Dam, Castaic Dam and the Santa Felicia Dam (Piru). Created to provide irrigation water to local farms, these dams also regulate stormwater runoff into the Santa Clara River.

Dam failure along the Santa Clara River would inundate approximately 80 percent to 85 percent of the City.


CITY OF FILLMORE
CALIFORNIA
100-YEAR FLOOD PLAIN
General Plan
FIGURE VI-3
N
NO SCALE
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE
AVE.
SANTA CLARA
ST.
RIVER
AVE.
ST.
"C" ST.
"E" ST.
"D" ST.
"F" ST.
CENTRAL
MOUNTAIN VIEW
ST.
POLE
CREEK
FOOTHILL
STATE ROUTE 126
A.T.&S.F.
STATE ROUTE 23
SANTA
CLARA
RIVER
WILLDAN ASSOCIATES
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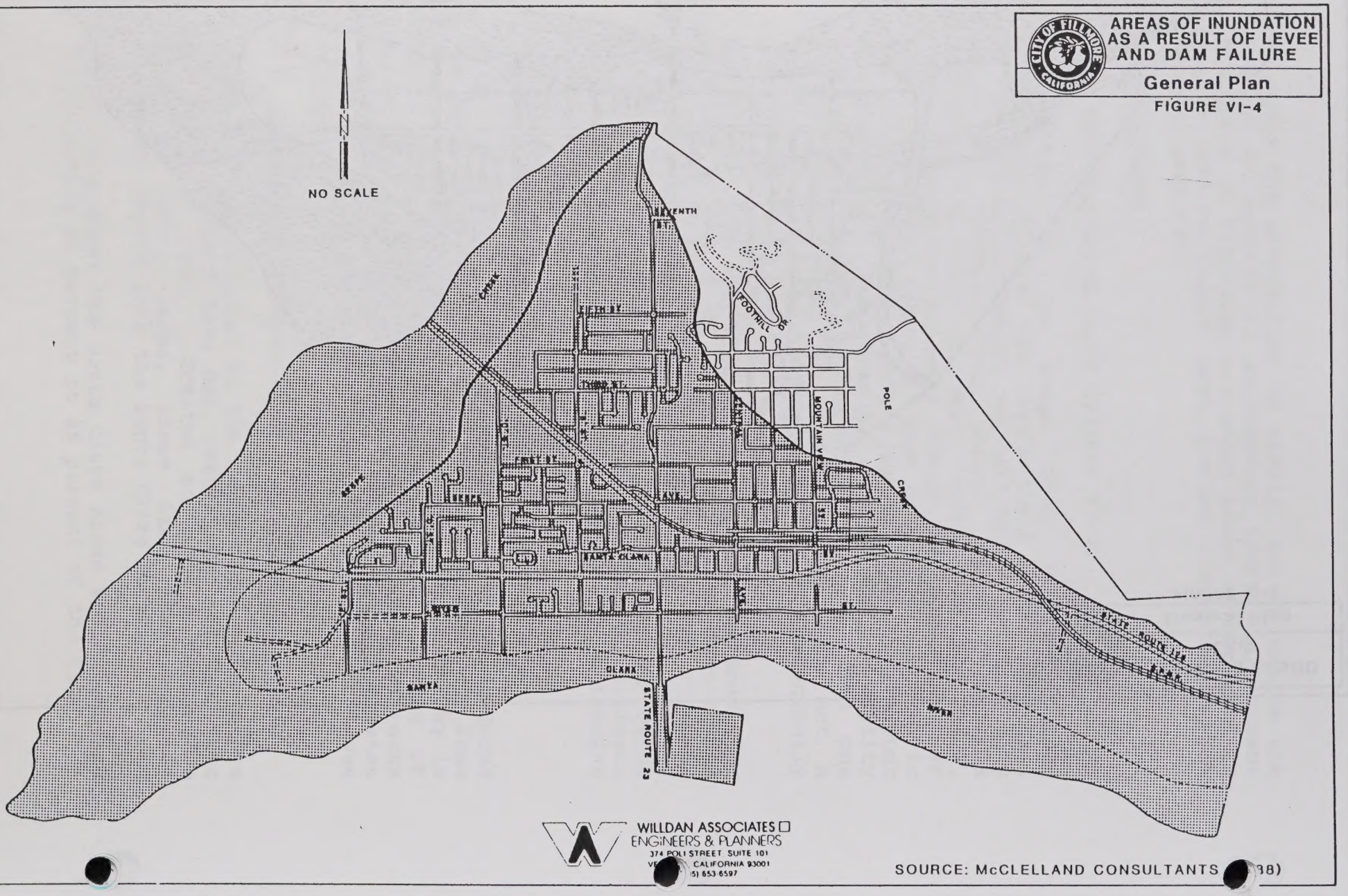
(805) 653-6597



SOURCE: McCLELLAND CONSULTANTS (1988)

About ninety minutes of warning time would be available before the flood waters arrive from either Castaic or Pyramid Dams and about fifteen minutes before the flood waters from Santa Felicia (Piru) Dam inundates the City.

Failure of these dams during a catastrophic event, such as a severe earthquake, is considered a very unlikely event. Due to the method of construction of these dams, they have performed well in earthquakes, and failure is not expected to occur. However, for purposes of emergency preparedness, areas expected to be inundated, should failure occur, is shown in Figure VI-4. Although the failure of these dams is considered to have an extremely low probability, future development along the Santa Clara River must include measures to ensure safe and efficient evacuation of the residents.

5.0 FIRE HAZARDS

The City is adjacent to a mountainous watershed area which experiences periods of severe fire hazard during extreme climatic conditions of high temperatures, low humidity and high wind velocities. Future development is projected to increase the City's exposure to fire hazards. Hillside development will be located among highly flammable brush which ignites readily, burns with intense heat and spreads fire rapidly. Large, destructive fires have burned through local mountains and near the City on a regular basis. Development within the City which has used combustible roofing materials presents a hazard and firefighting problem during severe fire weather due to flying brands from wildland or structure fires.

Reduction of the fire hazard risk is possible based on sound construction practices, sufficient fire flows and water storage capacity, brush and weed clearance and the provision of adequate access. Presently, the City requires all new construction to meet the standards specified in the current edition of the Uniform Building Code and other related codes.

Water mains and fire hydrants are important resources for fighting structure fires and suppressing brush fires. Water availability, or "fire flow" is the combination of water quantity and pressure, measured in gallons per minute (GPM). Fire flow requirements are based on the types of land use and conditions of land intended to be served. For example, single family development may require a fire flow of 1,250 GPM, while industrial development may have a required fire

flow of 5,000 GPM. Development of hillsides surrounding the City will place special demands on the City's water supply. Adequate fire flow for these areas will require additional pumping, storage and distribution improvements to the City's existing water supply system.

Brush and dense undergrowth are a primary fire hazard in the vicinity of Fillmore. Vegetative clearance within and around the City is necessary to reduce structural exposure to flames and radiant heat, and to give residents and firefighters a reasonable chance to protect structures. Property owners are presently required to maintain a firebreak around structures by removing all flammable vegetation or other combustible growth from the structures to the property line or out to a minimum distance of 50 feet, whichever is closer. Exceptions to this requirement may include single specimens of trees, ornamental shrubbery, or cultivated ground cover such as green grass, ivy, succulents or similar plants used as ground cover, provided that they do not form a means of readily transmitting fire from the native growth to any structure. Additional modifications may be required when it is found that, because of extraordinary hazardous conditions, a firebreak of only 50 feet is not sufficient to provide reasonable fire safety.

To provide adequate access, public or private road networks must provide safe and ready access for emergency equipment and evacuation of citizens during disasters.

6.0 TOXIC MATERIALS RELEASE

Among the hazards to which we are subject, the release of toxic materials is the newest and potentially the most dangerous. The City is located on State Highway 126 which has been designated by Caltrans for the transportation of toxic wastes and hazardous materials. The City has limited authority to regulate the thru-hauling of toxic substances as the State has pre-empted local jurisdictions.

The City should consider implementing programs to regulate commercial and industrial toxic materials users, beginning with its existing Ordinance on the discharge of toxic substances into the wastewater treatment plant. Of equal significance to the health and well being of residents are the toxic substances used in the home. An education program should be implemented which advises residents of the dangers associated with mishandling pesticides, flammable liquids, caustic materials and other potentially harmful substances.

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VII.
PUBLIC FACILITIES
ELEMENT

VII. PUBLIC FACILITIES ELEMENT

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1.0 INTRODUCTION

The Public Facilities Element describes public services provided by the City and the Fillmore Unified School District to its residents. The primary services include supplying water and wastewater treatment, providing police and fire protection, constructing and/or maintaining storm drainage systems and fulfilling community recreational and educational needs. In addition, numerous administrative duties and regular maintenance of streets and sidewalks are demanded of the City.

The Public Facilities Element describes the condition of the physical components (e.g., water wells, fire trucks, parks, etc.) of public services and forecasts the impacts of projected growth on these services.

2.0 WATER UTILITY

2.1 Supply

Water service is provided by the Fillmore Water District which is supplied by three wells, identified as Well Numbers 3, 4 and 5. (Nos. 1 and 2 were abandoned in 1984.) Well No. 3, near Mountain View Street and Highway 126 has been declared "inactive" by the State Department of Health due to high nitrate levels. The City is dependent on only two wells to supply potable water to its residents. Together they produce approximately 2.05 million gallons per day (mgd).

Well	Year Built	Pump Capacity	Yield	Status
1	1918	-	-	abandoned
2	1936	-	-	abandoned
3	1948	2.9 mgd	1.6 mgd	inactive
4	1963	2.7 mgd	2.0 mgd	active
5	1978	3.6 mgd	2.5 mgd	active

In 1987, the City consumed an average 2.0 million gallons per day (mgd). During peak periods (typically July and August) consumption exceeded 4.5 mgd because of additional demands for landscape watering.

In order to provide an acceptable level of service to present and future residents, the City needs to develop additional sources of supply. Currently the City is planning to construct Well No. 6 in FY 1988-89. When Well No. 6 becomes operational, the amount of available water will increase.

2.2 Storage

Two tanks at the northern end of the City provide both water storage and pressure for the City's gravity-fed distribution system. One tank (Reservoir No. 1) was built in 1918, has a one million gallon capacity and will need to be rebuilt. The tank is constructed of concrete and is partially buried. A second tank, constructed of steel, has a 2.0 million gallon capacity and was erected in 1965. Actual usable storage capacity of both reservoirs is 2.5 million gallons.

In 1987, daily demand averaged 2.0 million gallons and peak daily demand approximately 4.0 million gallons. 1987 storage requirements are 4.8 million gallons based on existing operational, emergency and fire flow needs of the City. With a usable storage capacity of 2.0 million gallons, the City is ill-prepared for a major fire or well shut-down.

The City is planning to construct an additional reservoir (Reservoir No. 3) and transmission in FY 1988-89. At that time, the City's useable storage capacity will increase to 5.5 million gallons. In addition, the City has targeted FY 1991-92 for reconstruction of Reservoir No. 1.

2.3 Distribution

In 1987, the City furnished water to approximately 2,710 customer hook-ups through thirty-five miles of pipe. Sections of this network vary in age from nearly new to seventy years old. Installed at the time development projects were built, the pipes, connectors and valves make up a complex, inter-dependent system.

Like many older communities, the City faces the problem of old and defective mains. Aged pipes and valves result in leakage and potential contamination. To conserve the City's supply, a regularly scheduled leak detection and repair program has been instituted. All of the City's water lines were surveyed in 1986 for leaks. From this inventory, the severity of the leakage problem (and its potential for conserving water) is better understood.

Some sections of the system are subject to water contamination through cross-connections. When high water demand caused by fire fighting or a broken hydrant causes a drop in water pressure, "negative pressure" can occur in the system. This can draw contaminated water into the system. Newer plumbing codes required anti-siphon valves in specific locations

to eliminate cross-connections. Older systems, however, were built to early codes and do not incorporate these devices. In 1982, the City rejoined the Ventura County cross-connection control program in order to identify potential contamination problems.

2.4 Expected Improvements

This section includes a recommendation plan to address the aforementioned water utility deficiencies and expansion requirements for water supply, storage and distribution.

2.4.1. Supply

Projected average water demand for a population of 17,450 in 2010 is 3.4 mgd with a peak demand of 6.8 mgd. Groundwater from the Fillmore Basin, due to its abundance and good quality, is expected to be the long-term source of water to the City and Planning Area.

The City's two existing wells currently meet peak day water demand; however, to meet future water requirements, stand-by well(s) will be required to supply better quality groundwater than the existing standby Well No. 3. Well No. 6 is expected to be constructed in FY 1988-89.

2.4.2 Storage

Approximately 4.8 million gallons of storage is necessary to meet current minimum operational, emergency and fire flow requirements. Current useable storage capacity is 2.5 million gallons. The location of an additional water reservoir will be contingent upon current delivery system deficiencies and potential development areas in the City and Planning Area. Reservoir No. 3 is expected to have a capacity of 3.0 mg and be constructed FY 1988-89.

2.4.3 Distribution

Within the existing distribution network occur water delivery deficiencies, most notably reduced water pressure. Certain of these deficiencies will need to be addressed to enable the system to provide adequate water service to existing and projected developments within the Planning Area. This may include replacement of existing distribution lines with larger diameter pipes with greater carrying capacities.

2.5 Funding Mechanisms

The most common means of financing utility operations include user charges, taxes, connection fees, accumulated reserves and other miscellaneous charges. The City is currently developing a Development Impact Fee which will proportionately assess new development for its fair share of the costs to expand the City's water system.

User Charges. These are charges applied to a utility's customers for use of service provided by the utility. Charges are collected through an established set of rates and rate schedules. User charges are usually composed of a fixed monthly basic charge and a variable consumption charge. User charges are normally applied, as close as is practicable, to the use of service and may provide all or a portion of a utility's cost of providing service.

Taxes. Ad valorem (property) taxes are collected by many water and sewer utilities to fund all or a portion of operating and capital costs. Taxes are collected from users in proportion to the net assessed value of property. Net assessed value of property may bear little relationship to the cost of providing water service to a user's property. However, taxes may be used directly to fund capital projects wherein a user's property value may be increased by the improvements. Few utilities rely entirely on tax funds to cover utility operating and capital costs. The trend is presently to fund utility operations through larger proportions of user charges. The City of Fillmore does not currently fund its water utility through any property tax sources.

Connection Fees. Connection fees, line extension fees and contributions in aid of construction are sources of funds which can be provided by new customers requesting service. Design of appropriate fees and contributions may reflect the cost of providing facilities or it may reflect a policy of encouraging or discouraging service area development and expansion. A connection fee should reimburse the utility for a new customer's purchase of existing capacity in a utility's water supply transmission and distribution facilities.

In contrast, a line extension fee can be applied to new customers, subdivisions or developments which require an extension from existing lines to provide new service. Line extension fees may also involve charges where a request for service from existing lines involves an increase in capacity that the existing

lines cannot provide. In this case, the cost of a larger transmission or distribution line can be borne by the customer or developer requesting service through additional line extension charges.

Contributions in aid of construction can be requested from customers or developers causing a large plant investment to be made on-premise or off-premise for their specific benefit.

Capital Reserve Funds. Funds for capital improvements can be accumulated from user charges or other income sources and retained in a reserve fund in advance of construction. This method is commonly called pay-as-you-go financing. Capital reserve funding eliminates interest costs incurred for financing and earns interest on funds deposited. However, benefits may be reduced by project cost escalation, particularly in times of high inflation. When interest rates are high, some utilities have been able to invest capital reserve funds and borrow money for capital improvements at a lower rate of interest.

Miscellaneous Charges. These may be charged for services provided to customers (reconnects and disconnects, special service requests, inspections) or for additional costs of providing service to customers (pumping charges). Miscellaneous charges are normally not a major source of revenues for utilities, although electricity charges for pumping water can be significant.

Standby Charges. Standby, or availability, charges may be levied on a property, or acreage basis and collected with taxes to guarantee repayment of facilities costs incurred by a utility system. These may provide a useful source of funds for debt service payments and other fixed costs in service areas where the population may be transient. (Kennedy/Jenks/Chilton, June 1987)

Development Impact Fees. The City is currently evaluating the use of a Development Impact Fee to assess new development its fair share of the costs to upgrade or construct new water treatment and distribution facilities. The costs of the water improvements attributable to existing deficiencies would be paid for out of the General Fund and other funding sources.

3.0 WASTEWATER UTILITY

3.1 Collection

The main sewer truck lines which lead to the treatment facility are currently not affected by any

over-capacity problems; however, due largely to their age, these lines do require constant maintenance. Although existing sewer lines appear to have available capacity to accommodate the anticipated level of sewage generation associated with development allowed under the proposed General Plan the lines would likely require additional maintenance.

3.2 Treatment

The City's wastewater treatment plant is located at the south end of "C" Street, on the north bank of the Santa Clara River and is managed by the Ventura Regional Sanitary District. Originally built in 1955 with a capacity of 0.750 million gallons per day (mgd), the plant was substantially destroyed in a major flood in 1969.

Rebuilt the following year, it has since been expanded (in 1977-78) to 1.33 million gallons per day. The plant provides secondary treatment utilizing a primary and secondary clarifier, a digester and a biofilter. Sludge is dried in sand drying beds and is disposed of as solid waste. Secondary effluent flows into a series of percolation ponds. In prolonged wet (rainy) periods the effluent is discharged into the Santa Clara River.

Compared to other systems, the City's facility is a low-energy user and is simple to operate, maintain and monitor. Because the system percolates treated water through the ground, it requires more land than other processes. However, by avoiding regular discharges into the Santa Clara River, the system is also allowed a lower level of wastewater treatment (i.e., costly de-chlorinization is not required).

3.3 Expected Improvements

The present system is estimated to adequately serve the municipal and industrial needs of a population of between 13,000 and 14,000 persons. Based on population projections identified elsewhere in the Plan, the City will achieve this population range by between 1990 and 1993. Therefore, to provide adequate treatment capacity through the year 2010, the present facility must be expanded.

3.3.1 Collection

Buildout of the Plan could impact wastewater transmission lines which convey effluent from the City to the treatment plant. No studies have been recently conducted to assess the exact nature of existing and

projected collection system deficiencies and needs for future improvement. The City has recently hired a consultant to prepare such a study and results of the study should be available late in 1989.

3.3.2 Treatment

As proposed, there will be an additional development of approximately 345,300 additional square feet of commercial space and 2,000 additional residential dwelling units by 2010 compared to 1983 and 1988 figures respectively. The amount of occupied industrial space in the City by the year 2010 is contingent upon City programs to attract and expand industrial uses in the City. This analysis assumes an increase in industrial space proportionate to land availability and existing industrial development densities to 1,950,000 square feet. (Actual amount of industrial space would be contingent on the types of industrial uses that develop in the Planning Area.) The City of Los Angeles EIR Manual for Private Projects, indicates that commercial and industrial land uses are expected to generate a daily average of approximately 100 gallons of sewage per 1,000 square feet of building area, while single-family and multi-family residential land uses are expected to generate approximately 200 gallons of sewage per dwelling unit per day. Based on these levels of development and sewage generation rates, realization of the General Plan will require an expansion of the existing treatment facility beyond its existing capacity of 1.33 mgd to 1.4 mgd.

3.4 Funding Mechanisms

The same kinds of financing mechanisms covered in Section 2.5 for water utilities may apply for financing wastewater utilities.

4.0 DRAINAGE

4.1 Existing Conditions (Figure VII-1)

The Fillmore drainage area consists of 2,200 acres including approximately 600 acres of hillside land north and east of the City. The area is bordered on the west and south by Sespe Creek and Santa Clara River. The northern and eastern boundaries are set by the ridgelines of the foothill of the Topatopa Mountains. The topography of the drainage area is characterized by steep slopes in the foothills (generally above 30 percent) and nearly flat land (less than 5 percent slope) in the City.

The Santa Clara River is the terminus for virtually all storm runoff from the City. The riverbed is wide and shallow and curves slightly toward the City from the east to the "A" Street bridge, then away to the southwest to the confluence with Sespe Creek. The major influence of the river on the drainage area is to limit the slope available to the drainage system, thereby increasing the need for storm water channelization improvements. This is a more serious issue west of "A" Street where general land slope is already slight.

Sespe Creek is the largest tributary of the Santa Clara River and has an average slope of about 90 feet per mile. Storm water runoff from the City can only enter the creek through enclosed drainage conduits through the levee (installed with flap gates). Due to the sand and gravel operations in the creekbed, sedimentation is a problem.

The Pole Creek watershed bisects the drainage area along the eastern edge of the City. While the tributary area of the creek is relatively large, the watercourse is channelized through the area to approximately 1,000 feet south of Highway 126. The main influence of Pole Creek is to protect the City from drainage runoff from foothills to the east by channelling storm water and snowmelt away from the City.

Within the City, drainage is channelled to the Santa Clara River by three storm drain systems. These pipelines do not adequately drain all of the drainage area, resulting in flooding or pooling of water in certain locations. The 1984 Fillmore Master Plan of Drainage (accepted by the City Council, February 28, 1984) identified twenty-two problem areas based on complaint records and citizen surveys. More than two-thirds of these problems are located in the western half of the City and describe general street flooding due to flat street gradients and inadequate drainage infrastructures. See Table VII-1 and Figure VII-1.

4.2 Expected Improvements

The City's drainage programs for the next twenty years should be directed at solving existing problems and accommodating future development. Of special concern are development sites which have the potential to increase flooding in existing urbanized areas. Projects submitted for in-fill development must address sub-regional drainage conditions as part of the site plan. Examples of areas which will impact neighboring lands include the North Fillmore (Sespe) Industrial Area, the residential land south of Shiells Park and the hillside areas north of the City.

CITY OF FILLMORE

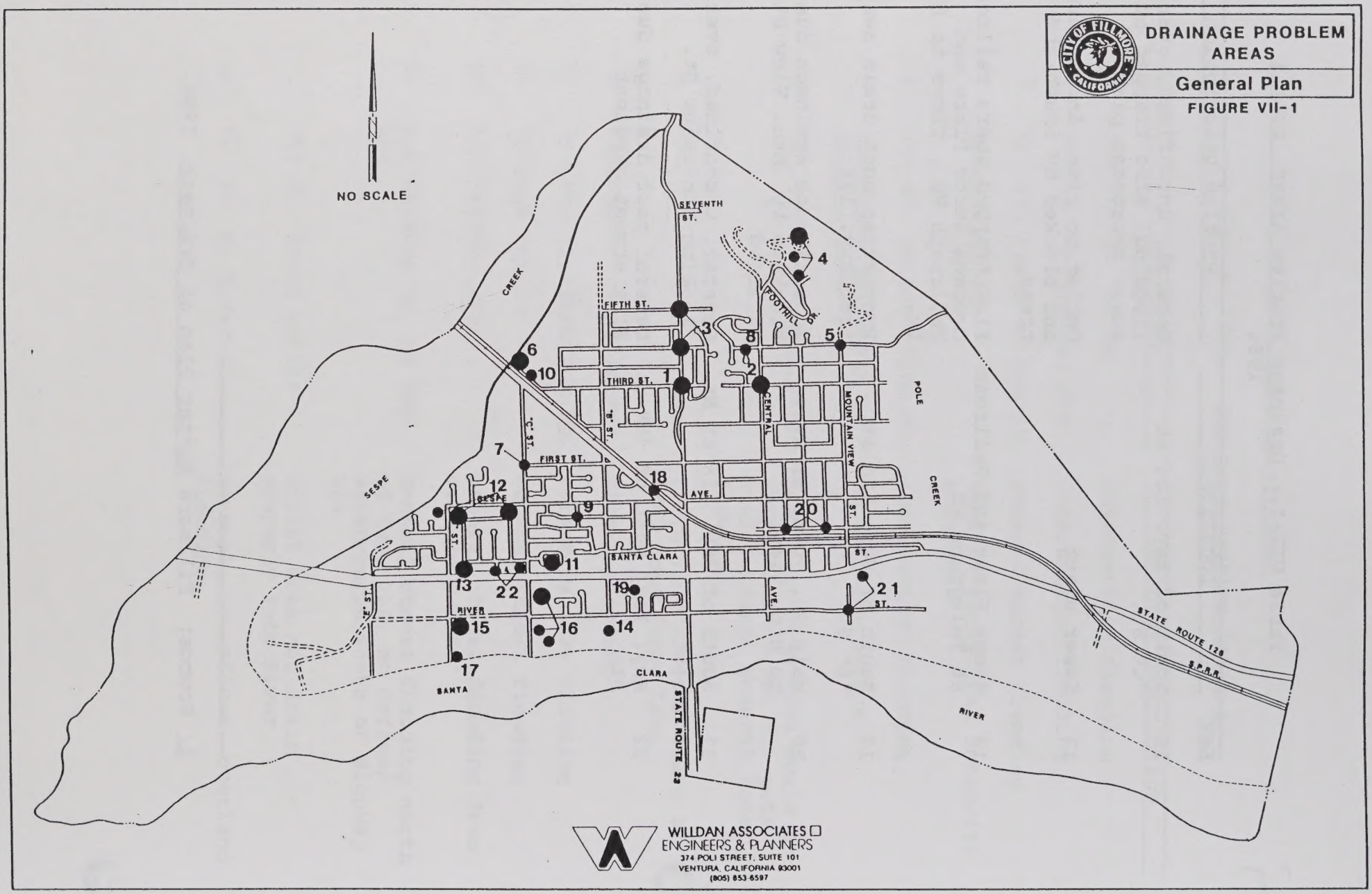
Table VII-1. Drainage Problem Areas 1/
1984

Key	Location	Problem Description
1	3rd St. at "A" St.	Intersection flooding
2	3rd St. at Central Ave.	Intersection flooding
3	"A" St. north of 3rd St.	General street flooding
4	Debris basins	Benefit/structural integrity uncertain
5	4th St. at Mtn. View St.	Intersection flooding
6	Telegraph Rd. North of Shiells Park	No drainage outlet
7	"C" St. to levee north	Low, flat area with swale to levee flap of 1st St. gate outlet causes general local flooding
8	4th St. west of Central Ave.	Flood flow crosses south of 4th, into Tighe Lane
9	Wileman St. at Glen Way	Street flooding
10	3rd St. at Telegraph Rd.	Street/railway flooding
11	Village Square	General street flooding
12	Los Serenos area	General street flooding from orchard runoff
13	Los Serenos Dr. at Hwy. 126	General street flooding north of Hwy. 126, no defined watercourse south of Highway 126
14	"B" St. drain outlet	Outlet does not drain properly into River
15	"D" St. at River St.	General, unconfined, overland flooding

Table VII-1. Drainage Problem Areas (cont.)
1984

Key	Location	Problem Description
16	South of Hwy. 126 at "C" St.	General, unconfined, overland flooding, also trapped at sewer treatment plant
17	Sewer plant	Outlet to river incomplete and blocked by brush and trees
18	Sespe Place and Railroad at Telegraph Rd.	Flow trapped where railroad crosses Sespe Place and Telegraph Rd., flows to Hume Dr.
19	South of Hwy. 126 at "B" St.	Properties must drain away from Hwy. 126
20	Main St., Central Ave. to Mtn. View	General poor drainage due to blockage by Mtn. View St. railroad
21	South of Hwy. 126 at Mt. View	General, unconfined, overland flooding Mtn. View St.
22	Hwy. 126, west of "C" St.	General poor drainage due to flat street gradient

1/ Source: Fillmore Master Plan of Drainage, 1984.


DRAINAGE PROBLEM AREAS
General Plan
FIGURE VII-1
CITY OF FILLMORE CALIFORNIA
NO SCALE
N
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE AVE.
SANTA CLARA ST.
RIVER
SANTA CLARA
"C" ST.
"B" ST.
"E" ST.
CENTRAL AVE.
MOUNTAIN VIEW ST.
FOOTHILL DR.
POLE CREEK
SESPE CREEK
STATE ROUTE 126
S.P.R.R.
STATE ROUTE 23
RIVER
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The 1984 Master Plan for Drainage proposed dividing the drainage area into drainage basins. In conjunction with these basins are recommended improvements that provide for adequate drainage of runoff generated by a typical 10-year storm. These improvements include the construction of new drains from Central Avenue and Fourth Street to "A" and River Streets, and from "C" Street and Old Telegraph Road to the wastewater treatment plant. Also currently under consideration is a Fourth Street drainage system which will collect storm water in the North Fillmore Industrial Area and channel it through the levee into the Sespe Creek.

4.3 Financing Mechanisms

A limited number of alternatives are available for financing public drainage facilities. They include private financing, assessment districts, Federal grants and Development Impact Fees. The most common form occurs when a new development project is built. Typically, the developer is responsible for installing storm drainage improvements as part of the project. This ensures that the improvements are paid for by the project's occupants. The improvements themselves must be designed to integrate into local drainage characteristics and existing facilities.

Development Impact Fees can be assessed against new development whether it is development in vacant areas of the City or as infill-development. The developer would pay his/her fair share of the costs of the drainage improvements. Improvements that would benefit existing developments could be paid for with an assessment district or other City funds.

When a built-out area needs improvements, or when the timing of several adjacent projects is unknown, the assessment district may be used. Special assessment districts can be established under provisions of the California Street and Highway Code, the 1911 and 1915 Improvement Acts or the Mello-Roos Community Facilities Act. Creation of a district allows the apportionment of costs to the properties within the district in accordance with the benefits derived. Formation also requires the approval of property owners within the proposed district.

Certain Federal and State grants may also be available through the Department of Housing and Community Development and the Economic Development Administration. However, most of these programs are undergoing reduction or elimination as the Federal government reduces its role in promoting community development. The City must continually monitor Federal and State actions and take advantage of any current or future financing programs as they become available.

Another local financing mechanism is the special fee. Presently in Ventura County, the Cities of Oxnard and Ojai and the Flood Control District levy special fees for storm drain improvements. Oxnard's and Ojai's fee schedules are intended to fund City-wide drainage improvements as defined in their respective Master Plans of Drainage. The Ventura County Flood Control District requires all cities within the District to collect fees for new projects. The money collected is then used to fund drain systems within or nearby each city or as a contribution to Federally-fund projects.

5.0 SCHOOLS

5.1 Existing Conditions

The Fillmore Unified School District (FUSD) encompasses the entire City of Fillmore and surrounding county lands. The District currently operates three public elementary schools, one junior high school and one senior high school. Currently, all five of these schools are operating at or above their rated capacities and current projections indicate a continued increase in enrollment.

The District recently purchased an additional 16.4 acre site west of the high school which will be developed as a middle school. The existing middle school will be converted to high school facilities. Schools located in Fillmore and operated by the District, their rated capacities and current enrollments are provided in Table VII-2.

5.2 Expected Needs

To accommodate the near term increase in students at these schools, the District is utilizing portable classroom facilities. Six portable classrooms are used at Piru Elementary School where children are bused to alleviate the overcrowding at Sespe Elementary. Presently an addition is being constructed at Piru Elementary School. The addition includes a library and five classrooms, is expected to increase the capacity of the school and thereby accommodate the current enrollment (Kernen, personal communication, 1987). Following the completion of the additional permanent classrooms, the portable classrooms will be moved from Piru Elementary to other schools in the FUSD.

The additional construction of approximately 2,000 residential dwelling units by 2010 is proposed in this Plan. In order to assess potential future school enrollments within the FUSD, student generation rates have been calculated for single family residential

CITY OF FILLMORE

Table VII-2. Fillmore Unified School District - Enrollment and Capacity 1/
Fall of 1987

School	Existing Capacity	Current Enrollment
Piru Elementary School (K-6)	276	400
San Cayetano School (K-3)	700	782
Sespe Elementary School (K, 4-6)	804	751
Fillmore Junior High (7-8)	530	524
Fillmore High School (9-12)	881	834

1/ Source: McClelland Consultants, General Plan Update EIR (November 1988).

dwelling units and multiple family units. These generation rates are provided below.

Single Family Residential	- K-8	= .60 students/unit
	9-12	= .30 students/unit
	K-12	= .90 students/unit
Multiple Family Residential	- K-8	= .30 students/unit
	9-12	= .18 students/unit
	K-12	= .48 students/unit

Applying these student generation rates to the number of housing units proposed, the projected student generation will be:

Elementary/Junior High Schools	1,518 students
Senior High Students (9-12)	583 students
TOTAL	1,741 students

It is not possible to accurately assess impacts on individual schools; this will require more detailed assessment of specific project impacts as individual projects are proposed for construction and operation. However, the general impact of Plan buildout on local schools by school level can be provided and is identified below:

School Level	Existing Capacity	1987-88 Enrollment	Projected (2010) Enrollment	Projected Shortfall
K-8	2,310	2,457	3,615	1,305
9-12	881	834	1,417	536

Based on the data above, major impacts would be felt by the FUSD. Some additional students may be accommodated through adjustment of school boundaries, addition of portable classrooms, and potentially year-round school sessions. However, the number of students that would be added to the local school system as a result of this Plan would likely exceed the increases in capacity these measures could provide.

The FUSD indicates that an additional school would likely be required as a result of this Plan as well as other capital improvements at existing school sites. The District indicates that potential school sites are being considered for an additional elementary school, but no property has been acquired at the time of this writing. The District will need an approximate 10-acre site for the elementary school.

6.0 POLICE PROTECTION

6.1 Existing Conditions

Law enforcement service for the City of Fillmore is provided by the Santa Clara substation of the Ventura County Sheriff's Department which has a staff of twenty-five sworn deputies, two sergeants, two detectives, one lieutenant, one cadet, and one dispatcher. The department maintains nine marked patrol cars and three unmarked patrol cars. The substation staff and equipment serve the Santa Clara Valley, including the City of Fillmore. The City of Fillmore maintains a contract with the Sheriff's Department for which it pays for 8.3 sworn deputies, one sergeant, one lieutenant (half-time), and one dispatcher.

The City is patrolled on a 24-hour basis and response times in the City range from 2 to 3 minutes, depending on the type of call. Police patrols are evenly distributed throughout the City, irrespective of the predominant type of land use, but with consideration for varying intensities of daytime and evening activities. At a minimum, the department maintains 2 marked patrol units in the City at all times (Diaz, personal communication, 1988). The department responds to an average of 6,480 calls per year for service (CFS).

The facility that houses the police department was built in 1957 with some remodeling in 1960. Following the mutual aid agreement by the City police and County sheriff departments, the departments have added a trailer to house additional staff, locker and training room space. A recent architectural study of the police and City hall complex indicated that the police department currently needs a minimum 5,000 square foot building. The police department occupies approximately 1,600 square feet.

Based on a desired level of one patrol officer per 1,000 population and the City population of approximately 11,000 people in 1987, there is currently a need for approximately three additional patrol officers. However, due to the location of the Santa Clara Sheriff Substation in Fillmore, the substation staff is available to respond to calls in the City. In addition, the crime rate of the City is considered to be low (Diaz, personal communication, 1988). Based on the combination of the availability of the substation staff and the City's low crime rate, it is the opinion of Lieutenant Diaz of the Santa Clara Sheriff Substation that the addition of one deputy would fulfill Fillmore's current law enforcement needs.

6.2 Expected Needs

Buildout of the General Plan is expected to result in a population increase of approximately 6,400 people by the year 2010, which would bring the City population to 17,450. In addition, the amount of commercial and industrial space could increase by 345,300 and 1,950,000 square feet, respectively. As a consequence, the frequency of calls would also increase as additional stores and homes in the City would increase the potential for burglaries and prowler activity. Furthermore, the expected increase in commercial land uses would likely increase the potential for robbery-related crimes as well as increase the number of motor vehicle-related incidents such as moving traffic violations, accidents, and parking violations.

Lt. Diaz anticipates that a population of 17,450 residents will required the addition of three patrol positions (or one additional uniformed patrol position around-the-clock), one traffic deputy, two full detectives, two sergeants, a juvenile/DARE deputy and two cadets. In addition, the lieutenant anticipates the need for an additional 24-hour patrol vehicle and three support vehicles.

7.0 FIRE PROTECTION

7.1 Existing Conditions

Fire protection and emergency medical services within the City of Fillmore are provided by the City Fire Department. At the present time, the Fire Department maintains one station located on Main Street near Central Avenue, two Class I pumpers, one brush truck, one patrol unit, one communications trailer, and one emergency medical technician vehicle. Both the brush truck and patrol units are equipped with water pumps. In addition to the above equipment, the Department maintains an all-volunteer fire fighting force of twenty personnel who are available for calls on a 24-hour a day basis. The chief is paid on a full-time basis and two assistants are paid on a part-time basis. Of the twenty personnel, twelve are certified medical technicians and all but two reside in the City. Response time to any location in the City is no more than five minutes with the lengthiest response times occurring at night.

The County of Ventura maintains Fire Station No. 47 on Old Telegraph Road near the intersection of Second Street. The Station accommodates a three man crew available on a 24-hour-a-day basis with ten reserve firefighters also available. The station houses one

squad engine, one brush truck, one patrol unit, and one reserve engine. The City of Fillmore has a Mutual Aid Agreement with the County. Under the agreement, the crew and equipment at Fire Station No. 47 are available to respond to fires in the City if requested by the Fillmore Fire Department (Hart, personal communication, 1988).

7.2 Expected Needs

The development of additional residences, and commercial and industrial space will necessitate expansion of the Fire Department in terms of the number of personnel and the level of fire-fighting equipment.

Discussions with Chief Askren indicate the need to expand the volunteer staff to twenty-five and add one paid firefighter and one fire truck. Using a desired ratio of 1.5 firefighters to 1,000 population, the Department would need a minimum of twenty-six personnel by 2010, as well as an additional Class I pumper, one brush truck and an additional squad vehicle. Furthermore, the Department will need a new firestation to house the additional personnel and equipment.

Development in the hillside portions of the City requires specific types of dispatching equipment and personnel to the area in a timely fashion due to the steep roadways Fire Department vehicles must traverse and an adequate supply of water at sufficient pressure to fight fires in these locations. In the City of Fillmore, the hillside areas proposed for development are not presently served by water storage or water delivery systems, and consequently, the Fire Department's ability to provide this area with adequate levels of fire protection would be hampered unless water utility infrastructure is expanded to these areas.

To provide desired levels of fire protection service to the hillside area, the following equipment and structures are required: an attack pumper which is designed to climb steep roadways; a water tanker truck which would provide the Department with additional water capacity; and a new station located on the hillside to house the new tanker truck.

8.0 PARKS AND RECREATION

The increasing attention being given to the elderly, to single-parent households and to other special needs groups has resulted in a new awareness of the importance of recreation to all segments of society. In addition to traditional organized sports (baseball, soccer, tennis,

etc.) and passive relaxation (picnicking, reading, "people watching"), recreation includes a variety of activities, child play and development, personal fitness (jogging, bicycling), festivals and public fairs, stage performances, and historical and environmental appreciation.

In large measure, the likelihood of local participation in these activities is determined by the parks and park facilities provided in the City. Although the present system of parks does not support all the City's recreational needs, improvements can be made. A diverse selection of parks combined with a creative and responsible recreation organization will directly contribute to an improved quality of life within the City.

8.1 Existing conditions (Figure VII-2)

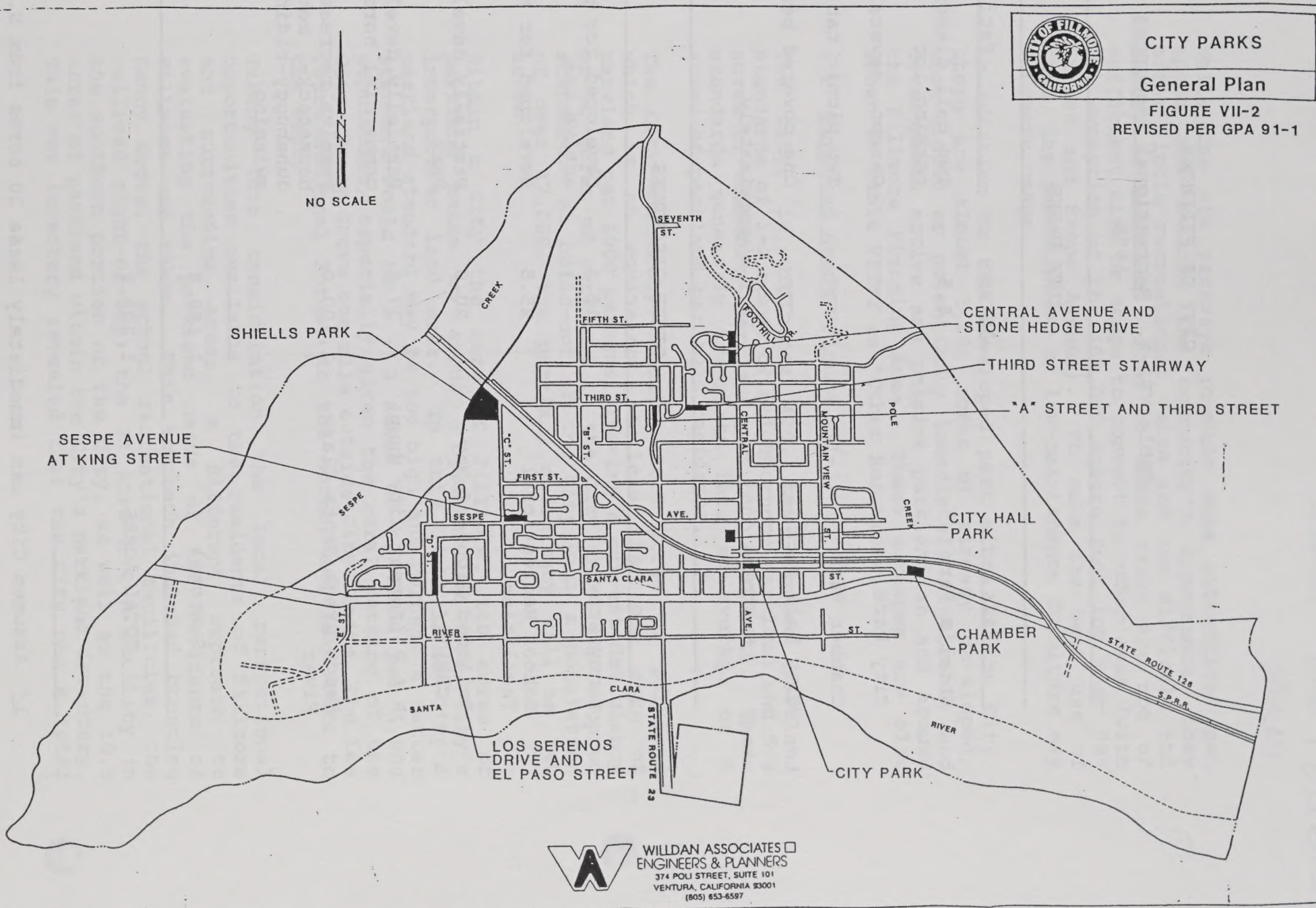
The City contains approximately 10.5 acres of parkland in ten parcels. Only four of the ten parcels landscaped and maintained by the City can be considered parks; the six other areas are small parkways. Most of the parks are old and require general maintenance and facilities upgrading. Figure VII-2 shows the location of the ten sites and Table VII-3 lists the four "major" City parks.

The largest park site, Shiells Park, at the corner of "C" Street and Old Telegraph Road, is under development by the City. It formerly accommodated one ball diamond and related facilities, restrooms, parking and a tot lot. Expansion of the park to 8.5 acres allows the construction of three ball diamonds and related facilities.

City Park is located downtown and has a gazebo, a World War I German cannon and several tables and benches. Located on Central Avenue and Santa Clara Street, it is owned by the Southern Pacific Railroad, leased to the Fillmore Chamber of Commerce and maintained by the City.

City Hall Park is a small park between City Hall and the Public Works garage. This park serves as a bus stop for Fillmore Area Transit Company (FATCO) and has one covered bench.

Chamber Park is located at the eastern entrance of the City on Highway 126. A large sign stating "Welcome to the City of Fillmore" is found in the park with two picnic tables nearby.


CITY OF FILLMORE CALIFORNIA
CITY PARKS
General Plan
FIGURE VII-2
REVISED PER GPA 91-1
NO SCALE
SHIELLS PARK
SESPE AVENUE AT KING STREET
CENTRAL AVENUE AND STONE HEDGE DRIVE
THIRD STREET STAIRWAY
"A" STREET AND THIRD STREET
CITY HALL PARK
CHAMBER PARK
CITY PARK
LOS SERENOS DRIVE AND EL PASO STREET
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SANTA CLARA
RIVER
SESPE
CREEK
FOOTHILL DR.
CENTRAL
MOUNTAIN VIEW
POLE
"B" ST.
"C" ST.
"D" ST.
"E" ST.
AVE.
ST.
STATE ROUTE 23
STATE ROUTE 126
S.P.R.R.
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS
374 POLI STREET, SUITE 101
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CITY OF FILLMORE

Table VII-3. Recreational Resources
1988

CITY PARKS		
Park	Acres	Facilities
Shiells Park	8.5	Two ball diamonds, tot lot, parking lot
City Park	---	Gazebo, several benches/table
Chamber Park	---	Two picnic tables
City Hall Park	---	One covered bench
Subtotal	10.5 approximately	

OTHER RESOURCES		
Kenny Grove	15.4	Developed for passive and active use
School Recreational Facilities	25.5	Developed for active use
Railroad Right-of-Way (CBD) 1/	20.0	Partially developed with City Park
R & R (former City dump)	37.9	Partially developed as a commercial horse stable
Sespe Creek/Santa Clara River	1,100.0	Passive recreation, hiking, horseback-, motorcycle-, dunebuggy-riding, fishing, swimming
Subtotal	1,198.8	
TOTAL ACRES	1,209.3	

1/ Assumes City can immediately lease 20 acres from S.P.R.R.

Plan

While the six parkways provide some attractive open space and enhance the community's appearance, they offer little recreational value and are difficult and costly to maintain. Most of these areas are not of sufficient size or shape to convert to other uses (with the exception of the 100,000 square foot lot near "B" Street and Sespe Avenue). To make the best use of them, the installation of low-maintenance furniture may increase usage.

In addition to the developed park sites in the City, there are almost 1,200 acres of already developed, undeveloped or potentially immediately acquirable and developable active and passive parkland in and around the Fillmore Planning Area. These acreages are also shown in Table VII-3 as "Other Resources."

8.2 Expected Needs (Figure VII-3)

The City, in Ordinance 425, has adopted parkland standards of 1-2 acres of neighborhood parkland and 5-8 acres of community parkland per 1000 residents. These standards generally translate into an average of 8 acres of parkland per 1000 residents.

The City currently contains 10.5 acres of parkland which is an equivalent of less than one acre of parkland per 1000 persons, leaving a current deficiency of 82 acres of parkland in the City under the adopted standard. At build-out of the City with a population of over 17,000, the parkland deficiency will be 140 acres.

Within a City the size of Fillmore, 140 acres of parkland makes up about 9 percent of the City's incorporated land area. In this light, the City's parkland standard may be too high and perhaps a better standard would be 2 - 3 acres of parkland per 1,000 population, especially given the rural setting of the City, Kenny Grove one mile outside City limits, the Las Padre National Forest to the north, and Lake Piru to the east.

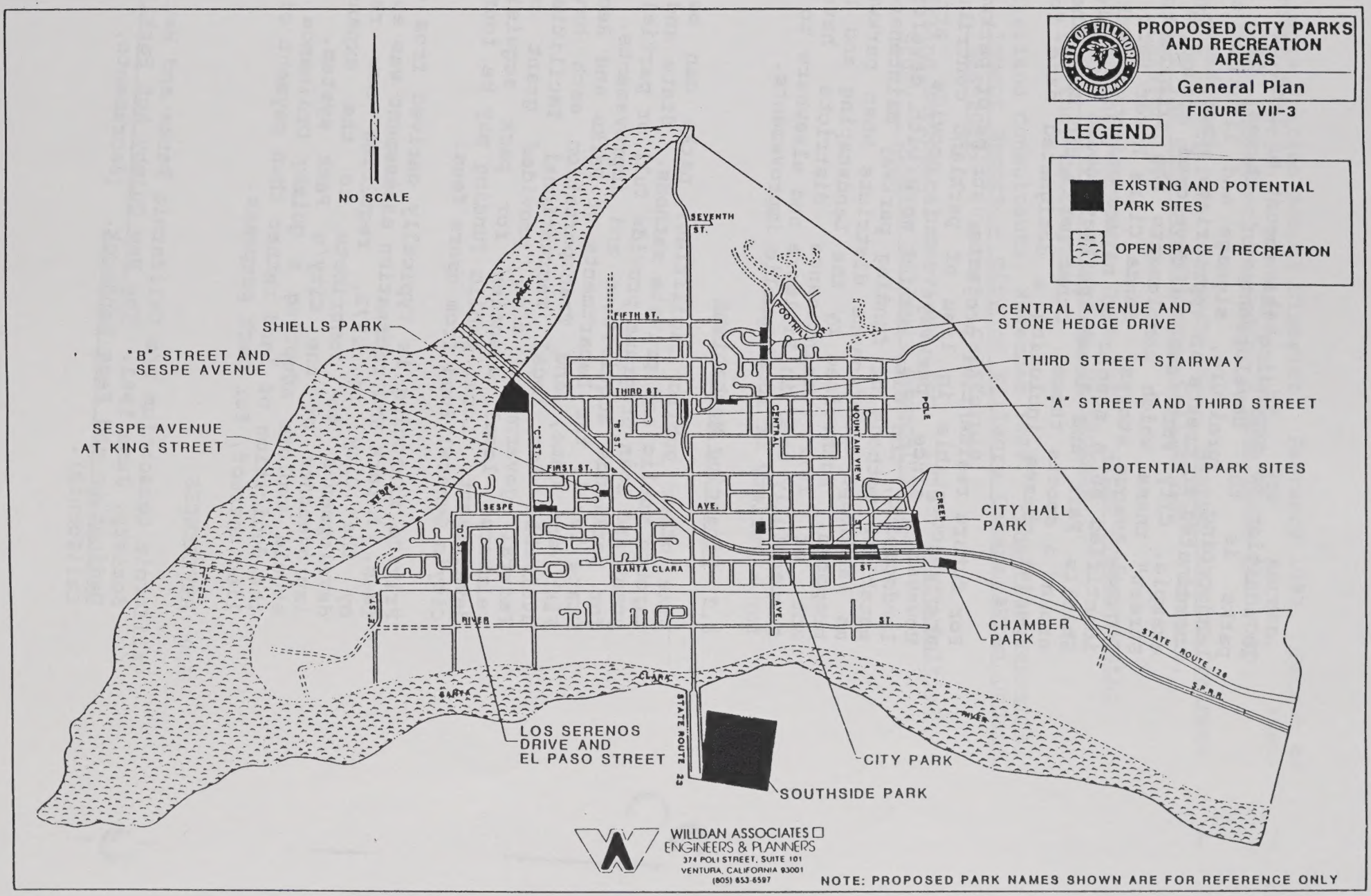
Taking into consideration the local recreational opportunities available to the residents of Fillmore and surrounding areas, a different approach to evaluating the parkland needs of the residents of Fillmore was taken. This approach included counting Kenny Grove, the school recreational facilities, the railroad right-of-way, the 38 acre R & R facility in the southern portion of the City, as well as the 10.5 acres of parkland within the City's parkland inventory. This new inventory revealed that the City has a total

of 109 acres of available and potentially immediately available parks and recreational facilities at its disposal. In addition to these developed or partially developed sites, there are about 1,100 acres of open space within the Sespe Creek and Santa Clara River that are within the City's Planning Area.

Given these resources, there is no existing parkland deficiency in the Fillmore area. However, the City will require an additional thirty acres of parkland (above and beyond the 109 acres) by the time its population reaches 17,450. These thirty acres should be readily acquired by the City through enforcement of Ordinance 425 and encouraging parkland dedication from developers rather than in lieu fees.

It is recommended that a park system should be developed for the City which allows for a variety of recreational opportunities for present and future residents. The City has several opportunities to expand its park system. The levee along Sespe Creek already provides joggers with a gravel path that could someday also be used for bicycles. Such a path could tie into Shiells Park and provide an attractive walkway and bikeway safe from automobiles. A second area offering recreational value is the north bank of the Santa Clara River.

Stretching from the confluence of the River with Sespe Creek to the fish hatchery, the river bank could be left largely undisturbed to protect riparian growth while providing bridle trails, bicycle trails and nature study areas for low-intensity recreational activities. Preservation of the north bank also provides a buffer for urban development from flood waters and would not burden the City with expensive maintenance costs. Lastly, several sites within the City limits could be acquired for urban park development. In addition to the expansion of Shiells Park, other areas which may be considered include: a) Southern Pacific Railroad property between Main and Santa Clara Streets, b) Texaco Oil Company land along Pole Creek, between First and Sespe Streets, and c) Saticoy Lemon property south-west of City Hall. Figure VII-3 illustrates potential areas for City parks and recreation areas. Total acreage is approximately 50 acres.


PROPOSED CITY PARKS AND RECREATION AREAS
General Plan
FIGURE VII-3
CITY OF FILLMORE CALIFORNIA
LEGEND
EXISTING AND POTENTIAL PARK SITES
OPEN SPACE / RECREATION
NO SCALE
SHIELLS PARK
"B" STREET AND SESPE AVENUE
SESPE AVENUE AT KING STREET
CENTRAL AVENUE AND STONE HEDGE DRIVE
THIRD STREET STAIRWAY
"A" STREET AND THIRD STREET
POTENTIAL PARK SITES
CITY HALL PARK
CHAMBER PARK
CITY PARK
SOUTHSIDE PARK
LOS SERENOS DRIVE AND EL PASO STREET
SEVENTH ST.
FIFTH ST.
THIRD ST.
FIRST ST.
SESPE
AVE.
SANTA CLARA
ST.
RIVER
CENTRAL
MOUNTAIN VIEW
POLE
CREEK
FOOTHILL
STATE ROUTE 23
STATE ROUTE 126
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NOTE: PROPOSED PARK NAMES SHOWN ARE FOR REFERENCE ONLY

In addition to expanding the amount of land devoted to parks is the development of themes for parks. Landscaping, furniture, signage and lighting can be coordinated to create an appropriate atmosphere. As an example, City Park can be developed around a "Main Street" theme which complements the architecture of Central Avenue stores. Santa Clara River Park can be identified as a scenic or nature-oriented park while Shiells Park and Levee parkway could be developed around a sports theme. Other parks can have their own special themes including a designated name for each site.

For future residential projects, strips of parkway land are unacceptable in lieu of parkland contributions. However, since parkways can provide attractive landscaping, the City should work with developers to establish methods of funding parkway maintenance such as landscape maintenance districts when parkways are proposed. Authorized by the Landscaping and Lighting Act of 1972, maintenance districts have been successfully used in Fillmore and elsewhere to provide for a variety of local public improvements.

8.3 Financing Mechanisms

Like other public facilities, parks can be funded through public and private methods. State and Federal grant and loan programs provide full or partial funding for parklands acquisition and improvements. At the State level, the Departments of Parks and Recreation, Fish and Game, and Transportation each have funds available for local recreational facilities. The Federal government also provides grant money to reimburse local agencies for park acquisition or development. Local public funding may be found in the City's General Fund from users fees.

Private financing is typically derived from developer fees. A park and recreation assessment was established by the City in 1972, requiring new residential developments to contribute to the expansion and improvements of the City's Park system. The City should explore adopting a Quimby Ordinance requiring the dedication of land rather than payment of fees, in lieu thereof, for park purposes.

9.0 REFERENCES

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